

Master Plan Thoroughfare Preservation Goals

Accepted as part of the County Master Plan 1999

Jefferson County Plan Commission
Jefferson County Board of Commissioners

An important goal is consideration is for the County residents of the future. This means in part leaving as an effective and efficient system of county roadways and state highways for transportation as possible, along with providing access for the necessary utility services along roadway right of ways.

It is recognized that the original grid of State and County highway corridors in Jefferson County is a valuable public resource to be managed. The grid of roadways was established at a point in history before any development had taken place. It can never be recreated. This grid will be retained as corridors for roadway thoroughfares for the efficient movement of through traffic, and for routing of the public's needed utilities. The County will not give up this valuable public asset by permitting developments to access directly onto these irreplaceable thoroughfare corridors. Future generations will have an effective county-wide system of thoroughfares.

It is recognized that the effects on the roadways by the development policies and practices will be permanent changes. Once development is in-place, the future man-made living environment will have been set. For this reason, policies that will lead to efficient roadways will be established and begun at this time, so the roadways will be left as a source of continuing improvement in the county's quality of life, and a legacy of good foresight.

Development policy will account for variables that currently cannot be anticipated. Today's projects and their effects will extend well into the future beyond our capacity to envision. The policies put in place now will establish conditions that allow for practical and economical future highway maintenance and improvements, and upgrades when new transportation or utility innovations come to be.

A Jefferson County goal is to leave a very beneficial roadway system as a legacy, where the County and State highways are highly functional, as well as aesthetically pleasing. On the roadways intended to be transportation corridors, there will be limited number of driveways, and the homes on them will be widely spaced with large setbacks. The majority of housing will access the thoroughfares from subdivision or side streets. Thoroughfares will be freely and safely flowing, with easy to negotiate traffic lanes. Driving safety, comfort and convenience will be maximized. Road maintenance, and especially improvements such as widening or adding whatever new roadway technology comes to be, will be feasible because congestion due to closely spaced housing improvements and driveways is minimized. It is recognized that the details of what actual future road systems will look like or consist of are unimaginable at this time.

A program will be established in Jefferson County to upgrade the existing roadways for safety and efficiency for both the present traffic levels and the future traffic volume increases.

Jefferson County recognizes the functional difference between thoroughfare and subdivision streets. Thoroughfares are planned to be efficient and easy to navigate, designed to carry through traffic. Subdivision streets provide local access directly to driveways, without significant control of traffic conflicts. On the thoroughfares, because of controlled and limited traffic conflict points, traffic will flow smoothly and safely. Thoroughfares will have sufficient right-of-way width and be relatively free of infringing development. This will allow them to be maintained and upgraded at a fraction of the cost of "stripped out" roadways where building developments directly access the roadway, and developments are placed close to the thoroughfare.

The roadway thoroughfare corridors will be protected, and innovative subdivision platting regulations will be introduced to maintain open space and retain the "rural" atmosphere of the County, to benefit the current and future residents of the county.

✓
2003-3645

**REFERRAL OF AMENDMENTS
OF JEFFERSON COUNTY COMPREHENSIVE PLAN
TO THE JEFFERSON COUNTY PLAN COMMISSION**

The Board of Commissioners of Jefferson County, Indiana, hereby notifies the Jefferson County Plan Commission that on February 4, 2000, it adopted the attached resolution accepting the comprehensive plan sent to it by the Jefferson County Plan Commission in January, 2002, but in doing so, it added amendments to the comprehensive plan listed therein as paragraphs 9 and 10 that have not been reviewed by the plan commission. This referral is made because I.C. 36-7-4-510 requires that amendments to the comprehensive plan must be returned to the Jefferson County Plan Commission for its consideration before the amendments become part of the plan. Paragraph 9 should be added to the Jefferson County Comprehensive Plan because future industrial development should not be limited just to Marble Hill and the Jefferson County Proving Ground, but rather prospective users should be encouraged to consider any and all appropriate sites for industrial development. Paragraph 10 should be added to the Jefferson County Comprehensive Plan because local governments will be better served by independent and separate plan commissions and boards of zoning appeals for the City of Madison, for the Town of Hanover, and for Jefferson County. Please consider the amendments and advise whether you approve or disapprove.

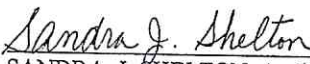
JEFFERSON COUNTY BOARD OF
COMMISSIONERS, STATE OF INDIANA

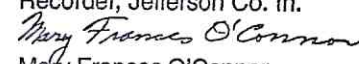

PATRICK S. LYONS, President


MICHAEL FRAZIER, Member


JULIE BERRY, Member

ATTEST:


SANDRA J. SHELTON, Auditor
Jefferson County, Indiana

File No. 2003-3645
Date 5/2/03
Time 10:41
Recorder, Jefferson Co. In.

Mary Frances O'Connor

off to Aud. 9cc ①

RESOLUTION NO. 2000 - /BETTY L. BRANNER
JEFFERSON CO. RECORDER**A RESOLUTION TO ACCEPT THE COMPREHENSIVE PLAN**
PROPOSED BY HNTB

'00 FEB 4 PM 2 20

WHEREAS, the Jefferson County Plan Commission has published a notice and held a public hearing on the proposed Comprehensive Plan; and

WHEREAS, the Jefferson County Plan Commission has forwarded the Comprehensive Plan on to the Jefferson County Commissioners with recommendation for approval with modifications, and the Jefferson County Commissioners having reviewed said Comprehensive Plan;

NOW, THEREFORE, BE IT HEREBY RESOLVED BY THE JEFFERSON COUNTY BOARD OF COMMISSIONERS AS FOLLOWS:

That the Comprehensive Plan forwarded to the Jefferson County Commissioners by the Jefferson County Plan Commission is approved with the following changes:

1. The Plan suggests in policy 2 on page 74, and in policy 2 on page 107 that development occurring in agricultural districts outside of Hanover, Madison, Deputy, Dupont, and Canaan shall occur at a density of one dwelling unit per 20 acres. The Plan Commission believes that these policies should be deleted because the people that live in the rural areas of the county don't want it because its provisions are not necessary to protect either farmers or the owners of residences in an agricultural district, because the use is too restrictive, and because the policy is not realistic for this area of the state.
 2. The Plan suggests in policy number 8 on page 74 that new development should be focused around existing rural schools to maintain strong enrollment and keep the schools functioning as the centers of local activity. The Plan Commission believes
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that this policy should be deleted because new development should not be limited to just those areas and the decisions about the continuing existence of our rural schools are a function of the School Board.


3. The Plan suggests in policy number 9 on page 74 that the best outdoor recreation areas in the county, for example: hunting, fishing, hiking, etc., should be identified and that development regulation should be adopted to protect these areas from incompatible development. The Plan Commission believes that this policy should be deleted because it is too restrictive of property use; the ordinance should not limit the decision of where and whether to build to protect these interests.
4. The Plan suggests in policy number 13 on page 74 that authorities should work with the owners of land targeted for industrial and commercial growth to provide properly sized utilities and other infrastructure to the site. The Plan Commission believes that is substantially the same as policy number 5 and is redundant.
5. The Plan suggests in policy number 2 on page 84 that slopes greater than 20% should not be disturbed. The Plan Commission feels that is too restrictive, and while the slopes should be protected, there should be some permitted use for those slopes.
6. Pages 90-92 of the Plan suggest policies for roads and certain roadway improvements. The Plan Commission suggests that the attached "Master Plan Thoroughfare Preservation Goals" should be incorporated into the Master Plan and that a detailed thoroughfare Plan should be developed that limits the number of obstructions and driveways on the county roads.


7. The Plan suggests in policy number 2 on page 100 that the retail opportunities be expanded with Hanover, Deputy, and Canaan to provide needed services and increase municipal revenue flow. The Plan Commission suggests that the language be changed to include any incorporated or unincorporated town within Jefferson County.
8. The Plan suggests policies for Intergovernmental Relations on page 102. The Plan Commission suggests that the need for cooperation is especially true for the two-mile fringe around Madison and Hanover and asks that HNTB recommend specific ways that Planning activities can be coordinated in that two-mile fringe.
9. The Comprehensive Plan identifies Marble Hill and Jefferson Proving Ground as the prime areas for industrial development in Jefferson County, and the County Commissioners agree with that assessment, however, there are many other areas within the county appropriate for industrial development, and prospective users are encouraged to consider any and all appropriate sites for industrial development based on infrastructure, road access, utilities, and rail service. The Comprehensive Plan recommends a single unified area Plan Commission be established.
10. The County Commissioners prefer to have Madison, Hanover, and the County each retain its own separate Plan Commission and Board of Zoning and Appeals.

ALL OF WHICH IS RESOLVED this 4 day of Feb, 2000.


JEFFERSON COUNTY BOARD OF
COMMISSIONERS, STATE OF INDIANA


Patrick S. Lyons, President


Donald Server, Member


Michael Frazier, Member

ATTEST:


Fred Koehler, Auditor
Jefferson County, Indiana

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Land Development Regulations Recorded Ordinances, etc.

Recorders

- 2000 – 0646 Comprehensive Plan of HNTB accepted by Board of Commissioners, with 10 changes. (Superceded in 2003.)
- 2000 – 0958 Solid Waste Landfill ...
- 2001 – 1228 Zoning map change ...
- 2003 – 3645 Board of Commissioners referred revisions to the Comprehensive Plan to the Plan Commission for Plan Commission recommendation, per State requirement.
- 2003 – 4749 Comprehensive Plan of HNTB accepted by Board of Commissioners, with 10 changes. (Superceded the 2000 Acceptance.)
- 2003 – 5025 Zoning Map change
- 2004 – 03538 New Subdivision Ordinance.
- 2005 – 00186 New Zoning Ordinance.
- 2005 – 00425 Zoning map change.

[This Plan was accepted by the Jefferson County Commissioners in 2000 and in 2003. Certain provisions in this Plan were changed by the Commissioners as noted in their Acceptance Resolutions Numbers 2000-1 & 2003-3]

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Chapter 1: Introduction

Motivations for the Plan

The comprehensive plan considers the past, present and future of Hanover, Madison and Jefferson County. Essential to the development of the plan is understanding the forces that have brought about this plan and how they will influence the land use pattern, social structure and economy. Some of these forces include change in development opportunities, need for updated standards, continued intergovernmental coordination and changes in type of agriculture. The plan addresses these forces and others and sets forth a planned response to the changes they will likely bring. In doing so, the plan rests squarely on the values of the people in the community.

Purpose of the Comprehensive Plan

The comprehensive plan encompasses a strategy for the management of growth in the community. It provides direction on how the community should develop over the next twenty years. The comprehensive plan expresses the future vision of the local citizens and what they desire for their community. With text, maps, and illustrations, the comprehensive plan expresses the organization of physical, economic, environmental and social policies sought by the community to create and maintain a healthy, functional and desirable place to live.

The comprehensive plan is intended to be a guide for local decision-makers assisting them in formulating policy decisions about the development of the community. The plan addresses immediate, mid-, and long-term issues concerning the economic vitality of the community, public services, and environmental constraints. Land use and policy determinations can then be made within a comprehensive framework that incorporates public health, safety, and quality of life considerations in a manner that recognizes the resource limitations of the community.

Role of the Comprehensive Plan

According to State guidelines for the preparation of comprehensive plans, the role of the comprehensive plan is to establish a document "...with the general purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the area which will, in accordance with present and future needs and resources, best promote the health, safety, morals, order, convenience, prosperity or general welfare of the inhabitants, as well as efficiency and economy in the process of development..."

As further mandated by the State, the comprehensive plan must serve:

- To create conditions favorable to health, safety, transportation, prosperity, civic activities and recreational, educational, and cultural opportunities;
- To reduce the wastes of physical, financial or human resources which result from either excessive congestion or excessive scattering of population; and

- Toward the efficient and economic utilization, conservation and production of the supply of food and water and of drainage, sanitary and other facilities and resources.

The Nature of the Comprehensive Plan

To be effective as a decision-making tool, the comprehensive plan addresses the community's physical, social and economic concerns. The plan not only addresses issues that the State recommends, but also responds to current and future community issues that were identified during the comprehensive plan process. The planning process of identifying and resolving the issues facing Jefferson County, Hanover, and Madison were a central focus of the program. Key community issues that the plan addresses include:

- preserving the character and integrity of the community;
- enforcing growth management regulations;
- regulating the potential proliferation of Confined Feeding Operations (CFO's);
- maintaining the high quality of life enjoyed by most residents;
- maintaining the historic preservation activities of the community;
- improving the overall appearance of the community by providing opportunities for maintenance and improvements to property;
- maintaining and attracting youth through increased employment opportunities;
- continuing to expand the tax base;
- attracting higher paying jobs;
- capitalizing and expanding on unique economic development opportunities;
- improving transportation accessibility for economic development purposes;
- preserving icons of Jefferson County, the Town of Hanover, and the City of Madison;
- addressing the flood hazard areas of the community;
- identifying and implementing strategies for local land use control to properly address the future growth of the area;
- establishing clear performance objectives for area infrastructure and services, and ensuring that the provision of public services and facilities supports and follows, rather than leads the community's determination of desirable land uses, intensity, and character;
- identifying and implementing strategies to ensure that the area has sufficient municipal income to provide the range and quality of services desired by its residents without sacrificing the community's quality of life; and
- providing a forum for residents to have a meaningful voice in the management of their community's future.

The Comprehensive Plan contains local policy that emphasizes the area as part of a larger region. Certain issues addressed in the plan, such as water pollution and hazardous materials, have a local component but are more readily addressed on a regional or countywide basis. In such cases, the role of the plan is to integrate the interests, values, and concerns of the people of Jefferson County, the Town of Hanover, and the City of Madison with regional and countywide policies. In addition, the plan is to provide a forum for addressing issues that cannot be solved by the county, town and city alone, but that require cooperative actions by a number of jurisdictions.

Finally, the plan recognizes that actions taken by Jefferson County, the Town of Hanover, and the City of Madison pursuant to this document may have far-reaching effects on areas beyond their immediate jurisdiction, while actions taken by other agencies may have serious implications for each jurisdiction. Thus, the plan provides for ongoing communications between the county, town and city, and other agencies whose actions can affect and be affected by actions taken by all decision-making bodies.

Organization of the Plan

In order to create this plan that will guide future policy decisions, it must first present the past trends and how they have influenced the growth in Hanover, Madison and Jefferson County. The plan must also present the comprehensive planning process. The process of creating this plan is equally important as the plan because it is the plan of the people. The plan details the desires and values of Hanover, Madison and Jefferson County through the goals and objectives. The policies and implementation measures identified in this plan, will be the tools that guide policy makers for the next twenty years. The format of this document follows this organization.

- Chapter 2: Understanding the Past - This chapter summarizes the demographic trends of Hanover, Madison and Jefferson County. It explains the past development trends and the features that enhance the quality of life of the people.
- Chapter 3: Looking Toward the Future - This chapter describes the plan making process and the results of that process. It documents the process systematically detailing the guiding goals and objectives and the various land use alternatives that were used to create the Proposed Land Use Map.
- Chapter 4: Our Community in the Future - This chapter is the heart of the plan. It contains the goals, objectives, policies and implementation measure that will set future policies. This chapter also contains the Proposed Land Use Map. This map illustrates the physical development pattern of Hanover, Madison and Jefferson County of which the goals, objectives, policies and implementation measures are based.
- Chapter 5: Implementation Strategies - This chapter outlines how the plan should be used on a continuing basis to guide Hanover, Madison and Jefferson County's Planning efforts. It includes sections that detail action programs, intergovernmental coordination measures, and strategic planning programs to attain the desired vision for each jurisdiction.

Chapter 2: Understanding the Past

Our Community's Vital Signs

An understanding of the past development and demographic trends in a community serves as the basis for the policies, goals and objectives. This understanding comes about through an existing conditions inventory which begins to identify issues, opportunities and constraints. The goals, objectives and policies created will relate directly to land use issues such as where to locate residential areas or commercial areas. They will also relate to community facilities that are controlled, planned and provided by other units of government, such as parks and recreations, fire and police departments.

This section details the existing conditions of Jefferson County, Hanover and Madison. It will address the built environment as well as describing the communities past, present and future populations, economic characteristics, social characteristics, housing characteristics and population and employment projections.

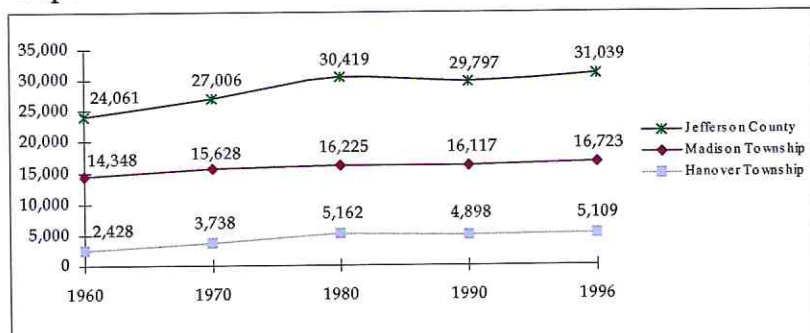
Population Characteristics

Population characteristics of a community shows the different population groups within that community. By understanding the population characteristics of a community, different issues and needs will emerge that are either provided or needed. In addition, population characteristics aid in the determination of the size and density of future land uses to support the projected size and characteristics of that population as well as begin to provide those needed services.

Population Trends

Since 1960, the population in Hanover, Madison and Jefferson County has grown steadily as shown in Chart 1, Population Trends. Hanover and Madison have had similar population trends. The overall population growth for the communities from 1960 to 1996 has been good. In 1960 Hanover had a population of approximately 2,428 people and Madison had a population of approximately 14,348. By 1996 both populations had increased. Hanover's population increased to

**Chart 1
Population Trends**



Source: US Bureau of the Census

5,109, a 110% increase, whereas, Madison's population increased to 16,723, a 16% increase. The most notable population trends in Hanover's history occurred from 1960 to 1980. From 1960 to 1970, Hanover saw a 54% increase in its population and again from 1970 to 1980, the population increase another 38%. This tremendous increase in population can be attributed to several different occurrences. First, the

population is relatively small, therefore any type of gain in the population can be perceived as a huge increase, whereas if a larger community gain the same number of people, the percentage of increase in population would be substantially smaller and not significant. Secondly, during those twenty years, the building in Madison, especially in the downtown where deteriorating and therefore, played a part in the perception of community, which helped the growth in Hanover. Finally, during that time period, Hanover College changed some of its growth policies toward a more aggressive growth approach, which would also increase the population. During the years of 1980 to 1990, Hanover's population decreased by about 6% that was influenced by the closing of the Marble Hill. In contrast, Madison lost population from 1970 to 1990. From 1970 to 1980, Madison lost approximately 4% of its population and from 1980 to 1990 lost another 1%. During the 1990's the population growth in both communities has been steady enough to recover from the decrease in population in past years.

In 1960, Jefferson County had a population of approximately 24,100 people and by 1996, the population had increase to 31,000 people, which is a 29% increase. The largest population increase occurred during the years was from 1970 to 1980. During these ten years, the population in the county increased by approximately 13%. This increase is attributable to the construction of Marble Hill. Of note, from 1980 to 1990, the population decreased by about 2%. This decrease corresponds with the closing of Marble Hill during the middle 80's. During the 1990's the population growth has been on the increase and has recovered from the decrease in population during the 80's.

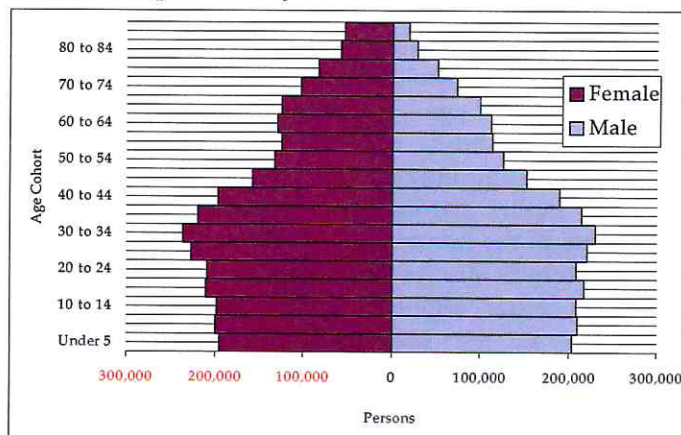
Population projections for Jefferson County, Madison and Hanover continue to show a steady increase in the population. As the new population begins to increase, housing options will need to be evaluated. As the County continues to promotes itself and remain competitive with other areas for commercial and industrial growth, the housing stock will need to be replenished to ensure a diversity of housing options to new and existing residents.

Age Characteristics

The age of the population chronicles the lives of the people who live in the community and what types of services they will demand. Chart 2, Indiana Population Pyramid, Chart 3, Hanover Population Pyramid, Chart 4, Madison Population Pyramid and Chart 5, Jefferson County Population Pyramid, displays the age characteristics of the different jurisdictions. Indiana's population pyramid shows a state that has a relatively even growth among the different sectors of the population. This indicates that the bulk of the community services should be geared toward the younger populations, including school ages children, teenagers, young adults and middle-aged persons. Though there are needs for some elderly services, the demand right now is not that great, but some planning for this age group will still be needed. The shape of the pyramid, with the middle and lower portion almost rectangular in shape, indicates that the population growth rate is slowing.

The general shape of Hanover's population pyramid follows that of Indiana's. The population pyramid for Hanover shows a basic rectangular shaped pyramid with a spike in the 15 to 24 age segments. This spike is due to the student body population of Hanover College. The elderly population is also relatively small, especially in comparison to the number of young children, which indicates that the community is still growing, but at a steady rate. Hanover is a younger community that both Jefferson County and Madison and provides numerous opportunities for young

Chart 2
Indiana Population Pyramid



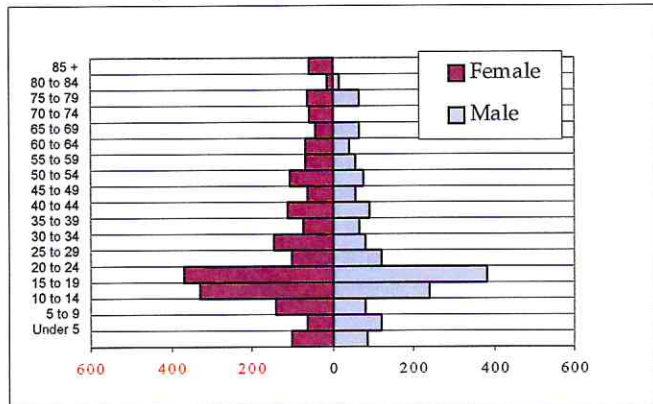
Source: US Census Bureau

single persons and young couples. Because of the college, the population characteristics of the community will not change drastically and therefore, policies should continue to provide services and amenities toward the 18 to 55 populations.

The population pyramid for Madison is structured a little differently than Jefferson County. The pyramid has more spikes in certain segments rather than having a definite shape. The segments that have spikes include those persons from five to 14, those persons 25 to 44 and those persons from 65 to 69. Madison is more a middle-aged community, though there are still more children than elderly persons. The lack of persons age 18 to 24 suggests that young adults are leaving the area to pursue a college education or seeking employment. Economic development officials indicate that there is not a strong labor market for young individuals, which also explains why this age category is not a prevalent. However, this structure of a pyramid suggests that the community is an established community, probably one that has a few generations living within the same community and that possibly those persons who left to go to college or seek other employment eventually return.

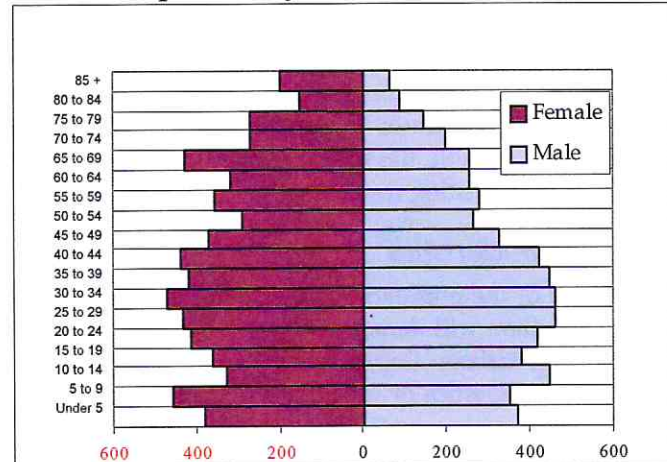
Jefferson County's population pyramid is structured relatively the same as the State of Indiana. But unlike Indiana, there is a definite transition between the bottom half of the pyramid and the top portion. The majority of the population in Jefferson County is young with the defining transitional segment being the 45 to 49 years of age. After this category, the number of persons in each age category decreases significantly. The shape of this pyramid implies that there is a strong presence of families in the county and that the services in the community are geared more for families than any other segment of the population. However, as the bottom of the pyramid becomes more rectangular in shape, the growth of the community with start to slow. This also indicates that in another fifteen to twenty years, there will be a demand on the services for the elderly.

Chart 3
Hanover Population Pyramid



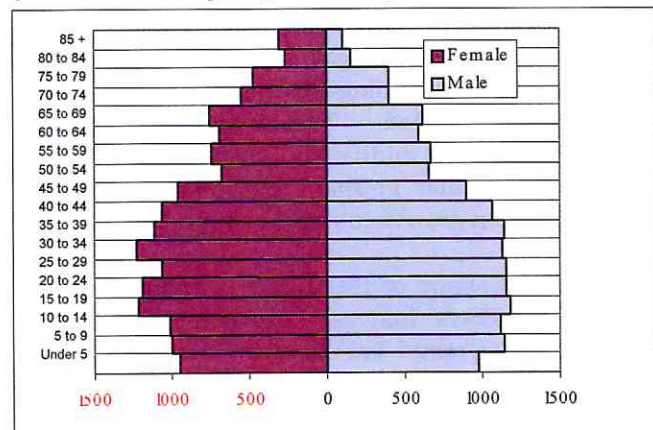
Source: US Census Bureau

Chart 4
Madison Population Pyramid



Source: US Census Bureau

Chart 5
Jefferson County Population Pyramid



Source: US Census Bureau

Household Size

Household size is the number of persons living in a housing unit. It gives an indication of how many housing units needed in the future as well as determining the future populations. These trends determine the impact the population will have on the future land uses and are instruments in determining appropriate residential mixes.

Many different factors affect household size. People are living longer increasing the number of elderly households. These households are smaller because their children have grown up and live on their own. Along the same line, many families are not having as many children, and therefore the household size for that population is smaller as well. Also, with the shifting of marriage patterns, there are more young adults who are single or who prefer to live along with one other roommate. All of these social changes influence the household size.

The trend over the past three decades is that the average household size is decreasing. In 1970, Hanover's household size was 3.11 persons per household and in 1990 had decreased to 2.56. Madison, in 1970, had a household size of 2.99 persons per household and by 1990 it had dropped to 2.34 persons per household. In 1970, Jefferson County's household size was 3.14 persons per household. By 1990, it dropped to 2.73 persons per household. The United States Bureau of the Census has estimated that the household size will decrease to approximately 2.5 persons per household and stabilize. Both Madison and Hanover have already reached the 2.5 persons per household. The household size for these communities should stabilize, therefore, stabilizing the number of housing units needed in these communities.

Rural vs. Urban

Communities are broken down into rural and urban areas. Those areas that are incorporated and have 2,500 people are considered urban population, where those areas located outside of the incorporated areas are considered rural. In 1990, 35 percent of Indiana residents lived in areas classified as rural. In that same year, the percentage of rural population in Jefferson County was 48%. Jefferson County has a higher percentage of rural population because of the small incorporated areas within its boundaries and the amount of natural features throughout the county.

Economic Characteristics

Economic statistics measure the economic behavior of the community, which has an impact on the health of the economy. The health of the economy is directly related to the living condition of the people in the community. If the economy is not diverse, one potential downswing in the economy can have a negative financial impact on the local government as well as the people living there. Therefore, examining the different employment sectors and projecting future employment is key in determining the mixture of land uses in Hanover, Madison and Jefferson County.

The amount of land devoted to commercial or industrial uses will also impact the amount of taxes the residents of Jefferson County, Madison and Hanover will pay as the community continues to develop and more services are needed. Therefore, ensuring an appropriate mixture of land uses that will keep taxes low and keep the economy diverse and in good health is a necessary goal of the plan.

Economy

The Madison-Jefferson County Industrial Development Corporation (MIDCOR) is the chief organization for the promotion of economic development within Jefferson County and the surrounding communities. MIDCOR's mission is to promote Jefferson County by improving the economic climate through recruiting new industries and retaining and expanding existing industries. MIDCOR has become a tremendous resource in promoting economic opportunities to new industries considering investing in the area and providing information on business assistance programs and maintaining data about the economic health of the county and surrounding communities.

The mainstay of the promotional efforts for Jefferson County is an optimal location that enhances its economic development potential. Jefferson County is located in the southern portion of Indiana between three major cities — Cincinnati, Louisville and Indianapolis. There are also several major transportation corridors, including highways, rail lines, airports and water routes, which traverse through Jefferson County allowing easy access to the rest of the country.

Other amenities that enhances the quality of life of the residents and adds to the marketability of the county includes public, parochial and advance educational institutions, vocational training facilities, child care facilities, health care facilities, and entertainment and recreational facilities and opportunities. All of these amenities are assets to a community which employers seek when locating their business in a community.

Sector Trends

The economy in Jefferson County has been stable over the last several decades. This is due to the pro-business environment which provides low unemployment insurance tax rates and premiums, low income taxes and sales taxes, low unemployment rates and a low cost of living, which helps businesses and their employees prosper as well as the amenities mention above. As shown in Table 1, Employment by Sector, the mainstay of the economy is the manufacturing sector. This sector has grown steadily over the past years, and has grown faster than the manufacturing sector in the state. Grote Manufacturing is the largest employer employing more than 900 employees. Other major manufacturing employers include: Reliance Electric, Holset Engineering, Envirex, Robus Leather, and Clifty Engineering & Tool. Other recent changes regarding major employers that have benefit the economy of Jefferson County are the expansions of both Arvin Sango and Madison Precision Products and the relocation of the headquarters of the Rotary Lift segment of Dover Corporation. Past industries that will play a role in shaping and strengthening the manufacturing sector and the economy are the Jefferson Proving Grounds and Marble Hill. Both industrial sites have been slated for revitalization and reuse and will provide excellent opportunities for industrial growth.

Table 1
Employment by Sector (1996)

Agriculture	1,208
Mining	4
Construction	722
Manufacturing	4,225
Transportation	744
Wholesale Trade	215
Retail Trade	3,020
Finance	594
Services	3,858
Government	2,627
Total Jobs	17,217

Source: Regional Economic Information System

Besides strong manufacturing growth, the services and retail trade industries have begun to see substantial growth. This growth is due to the strong service and wholesale trade based- in Madison and Hanover, respectively. The service sector employment has nearly doubled since 1969 and will continue to be a strong sector in the future. The large increase in this sector has trickled down from both the national and state trend of the economy shifting from a manufacturing based sector to more of a service-based sector.

Though Jefferson County's economy is diverse, with two strong sectors, it has not had as much economic growth as the State of Indiana. Overall, the State of Indiana declined in only one sector — mining — in

the last ten years, whereas Jefferson County declined in several sectors including construction, transportation, wholesale trade and finance. Many of these areas have declined due to the closing of the Jefferson Proving Grounds and Marble Hill.

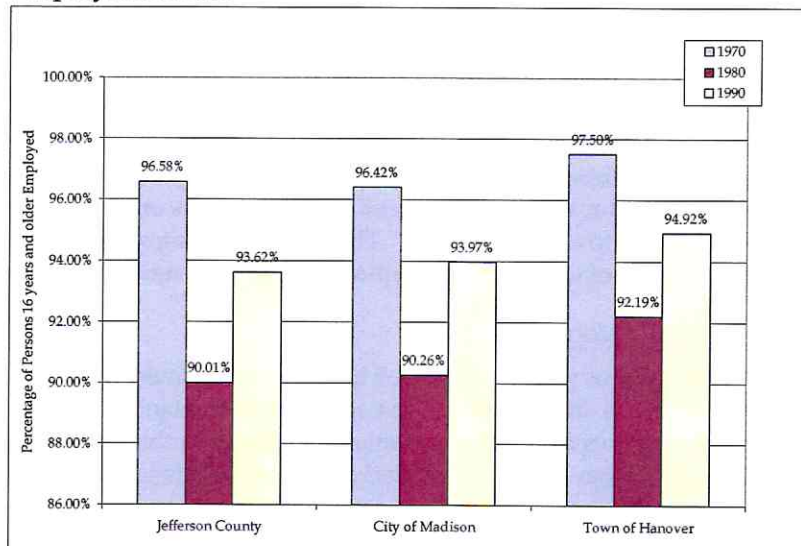
Examining the economy of both the Town of Hanover's and the City of Madison reveals that they are stable. Hanover, over the past ten years, has had more economic growth than Madison. This can be attributed to the service market that has emerged to provide services to Hanover College students and the larger community as well. Though there were small decreases in construction, transportation and finance, there was tremendous growth in the wholesale trade sector. The wholesale trade sector had enough growth to surpass the growth that the county had in that sector.

Madison's economy has seen some growth, but not as much as the county overall. However, growth in Madison's economy has occurred in areas where the county has not grown significantly, including financial services and agriculture. As expected, Madison's economy is predominately service based. Madison has such a strong service base due to its central location from other communities as well as it is has the largest market that can sustain such local services. Though the city has a large service base, several other sectors have seen decline over that past ten years including construction, manufacturing, transportation, wholesale and retail trade, and public administration.

Labor Force

The changes in the economy are reflected in the changes in the overall employment rate and incomes of the residents. The labor force participation rate measures those persons who are 16 years and older that are participating in the labor forces. These persons can be military or civilians, employed or unemployed. In comparing the labor force participation rate to the population growth rate the stability of the economy can be determined. As the number of jobs increases or decreases the number of people who will stay in the area to work or migrate out will change. In examining the labor force statistics for Hanover, Madison and Jefferson County, there is tremendous fluctuation in the labor force, which is reflected in the change of population. This fluctuation can be attributed to the closing of Marble Hill in the early 1980's and the recession of the late 80's early 90's. Chart 6, Employment Rate, shows this fluctuation. In 1970, there was a high employment rate for Hanover, Madison and Jefferson County; 98 percent, 96 percent and 98 percent respectively. The employment rate has remained steady over the past thirty years, even seeing a small decline during the 1980's, but recovering during the early 1990's.

Chart 6
Employment Rate



Source: US Census Bureau

In contrast, the unemployment rate increased significantly from 1970 to 1980. Hanover had a 211 percent increase from 2.5 percent to 7.8 percent, Madison had a 172 percent increase from 3.5 percent to 9.7 percent and Jefferson County had a 191 percent increase from 3.4 percent to 9.9 percent. These significant increases mostly likely occurred during the last 70's. At this time, Marble Hill was beginning to layoff people and their was slow economic growth due to the oil crises of the 70's. Like the employment rate

however, the economy is recovering from the increase in unemployment. Hanover, Madison and Jefferson County's employment rate decreased by approximately 35 percent, 38 percent and 36 percent, respectively.

When comparing the employment growth with the population growth, several observations can be made. As shown in Table 2, Employment Growth versus Population Growth, from 1970 to 1980, in general, employment grew at a tremendously faster pace than population, meaning there is a surplus of jobs. From 1980 to 1990, employment continued to grow, but slowed considerably, which population growth decreased. Again, this situation creates a surplus of jobs. Usually, a surplus of jobs in the community creates competition among businesses by increasing wages and benefits to attract workers.

Table 2
Employment Growth versus Population Growth

	1970-1980			1980-1990		
	Town of Hanover	City of Madison	Jefferson County	Town of Hanover	City of Madison	Jefferson County
Employment Growth	70%	11%	33%	4%	1%	8%
Population Growth	34%	-5%	13%	-11%	-4%	-2%

Source: US Bureau of the Census and Regional Economic Information System

Commuting Patterns

Commuting patterns of the people living in an area generally reveal where people work and the impact that could have on the regional economy. Of the people who live in Jefferson County and work in the State of Indiana, 84 percent of this population are people who work in Jefferson County. There are also approximately 2,500 additional employees which commute into Jefferson County to work from surrounding counties. The high number of persons working in Jefferson County who live there in addition to the large number of employees commuting in confirms that Jefferson County has a regional economy.

Social Characteristics

Social characteristics describe the type of population in Hanover, Madison and Jefferson County, including the educational attainment of residents, income of the people who live there and the poverty status of people in the community. These characteristics are related to the social status of the people who live there, types of jobs they are employed in and the amount of education they have attained.

Educational Attainment

A community provides an employee base for the business in and around Hanover, Madison and Jefferson County. This is important for the marketing of Hanover, Madison and Jefferson County who must market themselves to major companies ensuring that the workforce in the area is qualified. One measure of this qualification is the educational attainment statistics.

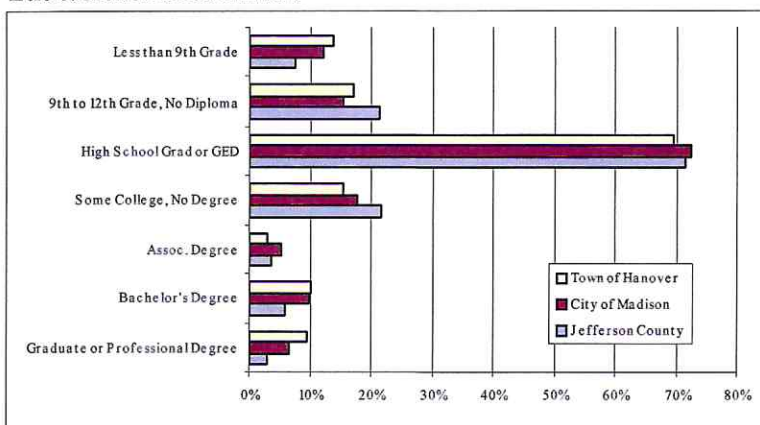
Not only does educational attainment assist in marketing the residents of Hanover, Madison and Jefferson County, but it also impacts their quality of life. The level of education directly impacts the amount of money a person will earned in their lifetime. Statistics on the average show that after attaining a higher degree of education, generally the income has a steady increase through a persons working years. Chart 7, Educational Attainment shows the educational attainment of the people in Hanover, Madison and Jefferson County.

Overall, the education attainment statistics are comparable to the state. In 1990, approximately 69 percent of the persons in Hanover, 73 percent of the persons in Madison and 71 percent of the persons in Jefferson County who are all 18 years and older have a high school education. The state standard approximately 75 percent. However, though these statistics are comparable to the state, this figure compared to the national average of 83 percent is slightly low.

One phenomenon that occurs in college towns is the difference between number of persons with graduate or professional degrees and the number of persons who have no diploma. Hanover follows a pattern that has emerged in other college towns regarding the two extremes of the educational attainment scale. A higher percentage of residents with a graduate or professional degree and bachelor's degree is expected due to Hanover College. In 1990, there were 9 percent of all persons 18 years and older who had a graduate degree and 10 percent who has a bachelor's degree in Hanover. During that same time period, there were 6 percent of the persons 18 years and older who had a graduate degree and 10 percent who had a bachelor's degree in Madison. The national average is approximately 7 percent. However, college towns also tend to have a higher than normal percentages of residents with less than a ninth grade education. In 1990, there were 21 percent of persons 18 years and older who had a 9th to 12th grade education with no diploma in Hanover and 15 percent in Madison. These numbers are slightly higher than the national average that is 16 percent.

Chart 7

Educational Attainment



Source: US Bureau of the Census

Income

Income plays a role in the type and quality of life that citizens in Hanover, Madison and Jefferson County will have as well as their spending patterns. Educational attainment and the types of jobs people hold have a strong influence on the amount of money earned by people in their lifetime.

Personal Earnings

Table 3, Annual Average Wages, illustrates the average yearly wage of employees in each in 1994. During that year, the manufacturing sector had only a four hundred jobs more than the services sector. Again, this is due to the national trend in the shift in economies from the manufacturing based sectors to the service sectors. However, although a shift is occurring, there is a tremendous wage rate gap between the two sectors. On average, the manufacturing sector pays almost \$10,000 more in wages than the service sector. Therefore, although the economy is shifting to a services sector, which is beginning to provide numerous jobs, the total amount of income for persons, families and households will decrease. As shown in Table 4, Total Personal Income by Sector, this trend is already influencing the economy. The manufacturing sector generated nearly 40 percent of the total income of residents while the service sector generated only 20 percent or half as much income. The retail trade and government sectors generated ten percent and seventeen percent respectively of total income while employing between 1,100 and 1,500 fewer employees.

Table 3
Annual Average Wages

Agriculture	\$11,100
Construction	\$20,100
Manufacturing	\$29,600
Transportation	\$38,400
Wholesale Trade	\$21,700
Retail Trade	\$12,200
Finance	\$20,000
Services	\$19,800
Government	\$21,800

Source: Department of Workforce Development, State of Indiana

Table 4
Total Personal Income by Sector (1994)

Agriculture Services	\$3,290,000	1%
Construction	\$13,890,000	4%
Manufacturing	\$134,120,000	37%
Transportation	\$28,630,000	8%
Wholesale Trade	\$4,460,000	1%
Retail Trade	\$36,230,000	10%
Finance	\$6,990,000	2%
Services	\$73,930,000	20%
Government	\$61,770,000	17%
Total	\$363,310,000	

Source: U.S. Census Bureau

Median Household Income

Median household income is used to determine the number of persons who are lower income households. To determine the number of households who are lower income households, the federal definition of lower income households was used. This definition states that a household having 80 percent or less of the median income is classified as low income.

Median household income for Hanover is approximately \$24,100, \$23,700 in Madison and \$24,800 in Jefferson County. In analyzing household incomes against the median household in Hanover 40 percent, 39 percent in Madison and 38 percent in Jefferson County of the households are considered lower income households. These numbers are not unusual for a county and communities that are rural in nature. These numbers illustrate the effects of the transition in the economy from a industry-based economy to a service-based economy. These numbers also are indicative of the closing of Jefferson Proving Grounds and Marble Hill and the recession that occurred in the late 1980's and early 90's. The economy has not recovered.

Poverty Status

The effects of wage differences and income distribution are more apparent when analyzing the percentage of people below the poverty level for all three jurisdictions. Of the 4,898 persons in Hanover, 13.3 percent of all persons are considered below the poverty level. In Madison, of the 16,117 persons, 13.3 percent of all persons are considered below the poverty level. Of the 29,797 persons in Jefferson County in 1990, 11.6 percent of all persons are considered below the poverty level.

When breaking down the poverty level by age sectors, there is one group that is of concern. This group is related children under five years of age. In Hanover, 27.3 percent of related children under five are considered below the poverty level compared with 22.6 percent in Madison and 19.1 percent in Jefferson County. Compared to the national average, which is 20.1 percent, these numbers are slightly elevated. However, as compared to the state average, which is 16.6 percent, they are significantly elevated.

One other age group is also significantly higher than both the state and national averages, but only in Hanover. This group is persons 65 years and older. Hanover has nearly double the percentage of persons 65 years and older that are considered below poverty than Madison, Jefferson County, the State of Indiana and the United States. Hanover, in 1990, has 24.2 percent of persons 65 years and older in poverty. The state average is 10.0 percent and the national average is 12.7 percent.

Housing

Examining the different housing characteristics tells a lot about the people who live in the community. Homeownership is what many persons strive to achieve in their lifetime. It is seen as part of the American Dream. By working harder, you can amass wealth and social status. A declining homeownership rate in a community signals a declining in wealth and overall well-being of the community.

Housing Units

The housing market has changed considerably over the last fifty years. Older homes built before the 1970's were typically smaller and had less single function rooms. When families first moved into a community and into these smaller homes, the dwelling units met the demand. However, as years have passed, homeowners wanted larger homes. So the market responded by changing the size of structures to satisfy the demands of the market. The trend in the suburbs is that generally larger and more spacious homes have been built in the last twenty to thirty years, with many single purpose rooms such as a laundry room, family room, etc. Even apartments, which tended to be smaller are now larger to provide options for singles, young couples and the elderly, an ever growing population.

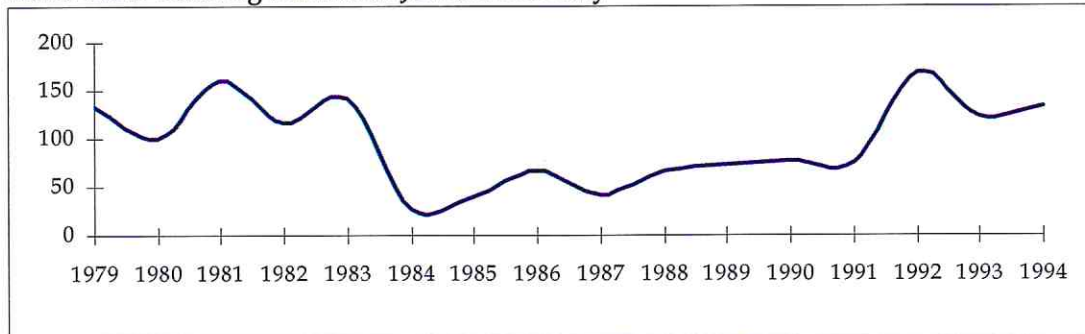
Over the last thirty years, Hanover, Madison and Jefferson County have seen an increase in housing units. The largest increase was from 1970 to 1980 for all three jurisdictions. The largest growth of housing units was in Hanover with a 62 percent increase in housing units. Jefferson County increased by 36 percent and Madison by 18 percent. From 1980 to 1990 though, there was a severe decrease in the growth of housing units. Jefferson County had the largest growth with 15 percent. Madison increased its housing stock by 3 percent and Hanover lost 6 percent of their housing stock during this period.

The tremendous growth and the drop-off can be attributed to several reasons. First, from middle 70's to the early 80's, there were between 100 and 150 new housing units built, as shown in Chart 7, Residential Building Permits in Jefferson County. These new housing starts can be attributed primarily to the construction of Marble Hill, as well as some of the civilian and military personnel who worked at the Jefferson Proving Grounds.

Second, over the past thirty years, there has been a decrease in number of persons per household. In 1970, there were 3.14 persons per household. By 1990, there were only 2.57 persons per household. As the years have passed, the number of persons in a household has decreased therefore as the population increases, the number of new housing units needed will increase.

Finally, with the recession in the late 80's and early 90's and the closing of Marble Hill, the number of housing units constructed decreased because the demand decreased. As Chart 8, Residential Building Permits in Jefferson County, illustrates, the number of building permits in Jefferson County dropped severely in 1984, to approximately thirty building permits. Not until 1992, did the housing market begin to recover from this impact, which leads to the fifteen percent growth in housing units from 1980 to 1990.

Chart 8
Residential Building Permits in Jefferson County



Source: US Bureau of the Census

Structure Type

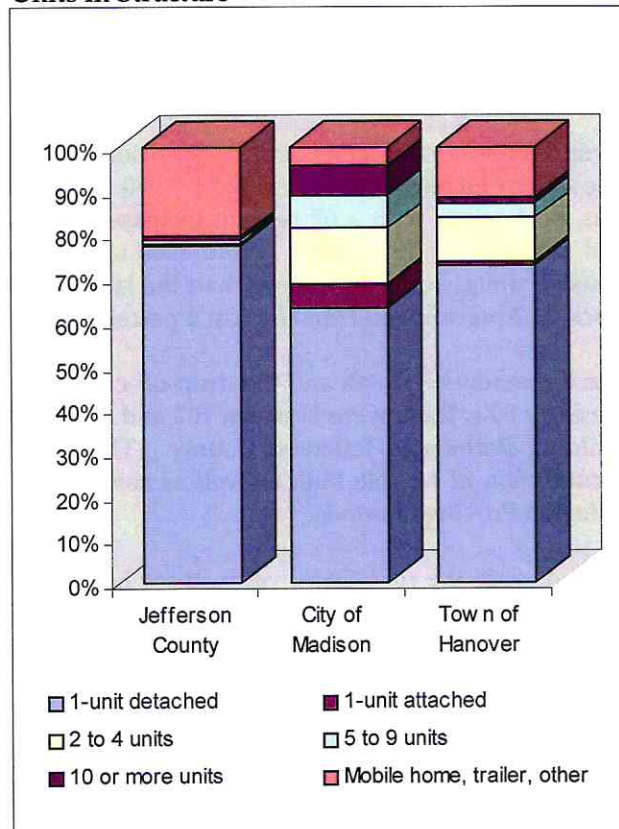
Structure type refers to the physical description of the housing stock. The structure type is predominately used to distinguish the different types of housing available in a community, including a single-family dwelling unit or multi-family dwelling unit. Distinguishing the housing types will indicate the housing types needed and desired. Chart 9, Units in Structure, depicts the housing types available in Hanover, Madison and Jefferson County.

Generally, in rural areas, housing trends are predominately single family housing types with higher incidences of mobile homes. The trend in Hanover, Madison and Jefferson County follows this. In Jefferson County, the majority of the housing units, 70 percent are one-dwelling, detached structures typically used as single family dwelling units. Madison and Hanover are comparable to Jefferson County with 62 and 70 percent respectively, of one-dwelling, detached structures.

Mobile homes are another housing type which provide another housing option for people in Jefferson County. This housing type is the second largest housing type in Jefferson County and Hanover consisting of 12 percent of the total housing units. In Madison, it is only 4 percent of the total housing units. Again, this is not unusual for rural areas where mobile homes are used for relatives living on the property of a family member.

Another housing type which is more predominately found in college towns is apartments. What is unusual is the high number of apartments that are in Madison but not Jefferson County or Hanover. This is especially unusual for a college town like Hanover which

Chart 9
Units in Structure



Source: US Bureau of the Census

has a young, mobile population. In Madison, apartments which contain 5 to 19 units per structure consist of approximately 26 percent of the total housing units whereas they only comprise 16 percent of the housing units in Hanover and approximately 13 percent in Jefferson County.

Home Ownership

A high ownership rate in a community signals an overall healthy community. The higher the ownership rate, the more people are vested in the community. Generally, renters are more likely to move on to different communities. Yet having a small segment of the housing market as renter occupied, provides an option for singles, young couples and the elderly, that would be excluded if renter-occupied units had not been available.

Jefferson County has a higher ownership rate of approximately 85 percent, which is higher than both Madison and Hanover. Hanover has the next higher ownership rate with 67 percent ownership rate and a 33 percent rental rate. Madison has an ownership rate of 62 percent and a 38 percent renter rate. This high renter rate in both Hanover and Madison can be attributed to the higher number of apartments.

Year Structure Built

The age of a structure indicates the general condition of the structure and whether it can be considered as quality housing. Many of the structures built in the past fifty years were typically built from brick or concrete. As these structures age, the foundation begins to erode, the roof and supports weaken and the years impact the overall physical condition. Though many of the homes are well maintained, they still sustain some depreciation.

A majority of the structures in Jefferson County, Madison and Hanover are over 30 years old. In Madison, 55 percent of the structures are over 30 years as compared to 43 percent in Jefferson County and 28 percent in Hanover. Even more significant is that 73 percent of the housing units 30 years and older in Madison are fifty years old as compared to 71 percent in Jefferson County and 62 percent in Hanover. This means that the majority of the housing stock has aged. For these older homes, generally when the structure is over fifty years of age, concerns of the condition of the structure and the facilities such as plumbing or electricity might be substandard. For both Madison and Jefferson County, this means some of the housing stock will have to be replaced to meet the demands of the market.

Population and Employment Projections

From a land use planning perspective, absolute increased population is less meaningful than the impact of population change upon housing development and upon demand for retail goods and services. However, traditionally, forecasts of population are used to establish a growth rate that in turn is used to allocate housing units.

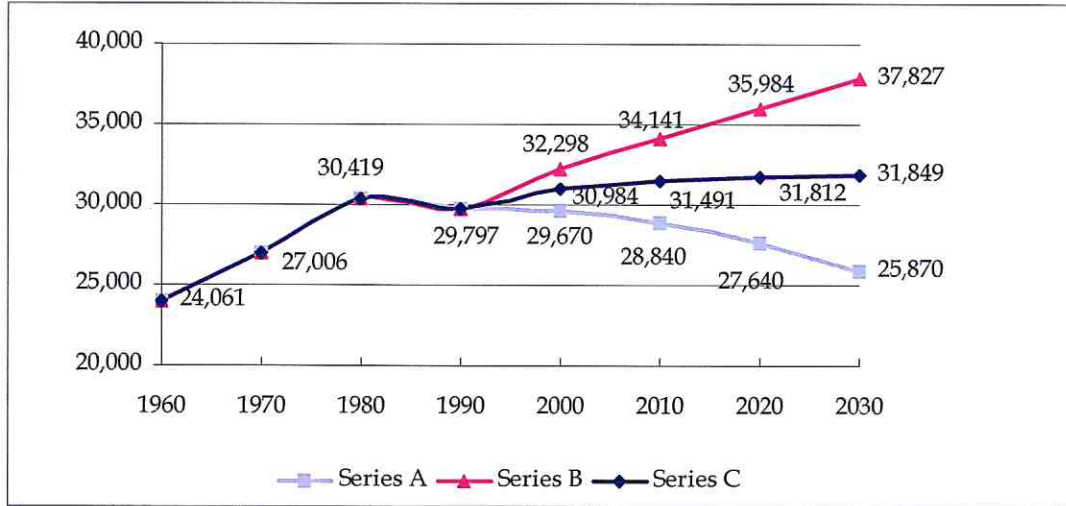
In general, population forecasts are more accurate for shorter time periods than longer ones and for larger areas than smaller ones. Population forecasts reflect underlying assumptions and the accuracy of forecasts relies heavily upon the reasonableness of the underlying assumptions.

Population projections are extrapolated for Hanover, Madison and Jefferson County to assist in the development of the land use plan. They indicate the number of persons entering the community and how many new households the community can expect. This will aid in the determination of the amount of residential land needed and whether the current housing stock can handle the demand.

To figure population projections for Hanover, Madison and Jefferson County, a population forecast prepared by the Department of Sociology at Indiana University, Indianapolis was used. From this projection, modifications more representative of current trends were created.

Chart 10, graphically represents the projected population in Table 5. The Series A forecast is taken from a projection prepared by the Department of Sociology at Indiana University, Indianapolis. Series A shows a significant decline in the population of Jefferson County. This forecast was created in the early 1990's and takes the closure of the Marble Hill power plant as a trend rather than a one-time event. The temporary population loss between 1980 and 1990 was replicated it into the future creating a pessimistic outlook.

Chart 10
Jefferson County* Population Forecast 1990 to 2020



Source: US Bureau of the Census, Department of Sociology at Indiana University, HNTB

The Series B forecast is a simple linear regression using census data from 1930 to 1990. This forecast considers the long term, historical growth of the area. Although Series B may look optimistic, it is actually showing population growth of only about 200 people a year.

The Series C forecast was found by simply picking the midpoints between A and B. Series C shows temperate, moderate growth of Jefferson County, The Town of Hanover, and the City of Madison.

Series B was used as the basis for all of the projections. The Steering Committee and the staff agreed that population growth is very likely to occur, and that planning for excess would be prudent.

Table 5
Jefferson County* Population Forecast 1960 to 2030

1960	1970	1980	1990	Series	2000	2010	2020	2030
24,061	27,006	30,419	29,797	A	29,670	28,840	27,640	25,870
				B	32,298	34,141	35,984	37,827
				C	30,984	31,491	31,812	31,849

* Includes all of Jefferson County, including the Town of Hanover and the City of Madison.

Source: HNTB and Department of Sociology, Indiana University, Indianapolis.

Table 6 illustrates the basic data used to forecast population between 1990 and 2020. This population forecast is based upon population forecasts prepared by Indiana University and HNTB. The population forecasts for Jefferson County, the Town of Hanover, and the City of Madison were calculated using the Series B, high growth projection (Chart 9).

The dwelling unit forecasts for both Jefferson County, the Town of Hanover, and the City of Madison were calculated by taking population forecast divided by the persons per household rate. Persons per household rate follows the rate of decrease in the national persons per household trend.

Table 6
Population and Dwelling Unit Growth 1970 to 2020

	Hanover	Madison	Jefferson County
Population			
1970	3,018	13,081	10,907
1980	4,054	12,472	13,893
1990	3,610	12,006	14,181
2000 ¹	4,467	12,734	15,097
2010 ¹	4,711	13,452	15,978
2020 ¹	4,966	14,178	16,840
Dwelling Units			
1970	684	4,224	3,645
1980	1,109	4,979	4,957
1990	1,039	5,151	5,731
2000 ²	1,251 (3.57)	5,328 (2.39)	5,654 (2.67)
2010 ²	1,342 (3.51)	5,749 (2.34)	6,121 (2.61)
2020 ²	1,439 (3.45)	6,111 (2.32)	6,527 (2.58)

1 Population forecast based upon projections from Indiana University and HNTB. See Table 4.

2 Dwelling unit forecast based upon population forecast divided by the persons per household rate (shown in parenthesis.) Persons per household rate follows the rate of decrease in the national persons per household trend.

Source: HNTB

Table 7, Allocation of Future Population Growth, indicated the future growth allocated to the Town of Hanover and the City of Madison based on the population projections for the entire county. The growth of the Town of Hanover and the City of Madison are projected to be consistent with their current share of the overall Jefferson County population.

Based on the population forecast, several conclusions can be drawn. The Town of Hanover will continue to have approximately 13.8 percent of the county total. The City of Madison will continue have a 39.4 percent share of county population, while the rest of Jefferson County will have a 46.8 percent population share. Although Jefferson County will continue to experience population growth, it will be at a decreasing rate of increase.

Table 7
Allocation of Future Population Growth

Population Forecast			
	Jefferson County*	Population Change	
1990	29,797	--	
2000	32,298	8.4%	
2010	34,141	5.7%	
2020	35,984	5.3%	
Future Allocations			
	Hanover	Madison	Jefferson County
1990 to 2000	13.8%	39.4%	46.8%
2000 to 2010	13.8%	39.4%	46.8%
2010 to 2020	13.8%	39.4%	46.8%
Implied Population Growth			
	Hanover	Madison	Jefferson County
1990 to 2000	857	728	916
2000 to 2010	244	718	881
2010 to 2020	255	726	862
Resulting Populations from Implied Population Growth			
	Hanover	Madison	Jefferson County
2000	4,467	12,734	15,097
2010	4,711	13,452	15,978
2020	4,966	14,178	16,840

* Includes all of Jefferson County, including the Town of Hanover and the City of Madison.

Source: HNTB

Table 8, Employment Projections by Place of Employment, shows a continuation of employment growth from 1980 to 2020 for Jefferson County. These projections were taken from Regional Economic Information System (REIS). The employment projections show that by the year 2020, Jefferson County, including the areas of Hanover and Madison will have approximately 21, 678 employees. The manufacturing, retail trade, and service sectors are expected to have the greatest increases in employment. By the year 2020, the service sector will be the sector with the greatest number of employees compared to 1980, when manufacturing had the greatest number of employees. Also, as years pass, the growth in the manufacturing sector will slow as growth in the services sector increases. This trend can be attributed to the shift in the economy from the manufacturing sector to the service sector. By 2010, based on these projections the local shift in the economy will be complete.

Table 8
Employment Projections by Place of Employment

	1980	1990	2000	2010	2020
Total Employment	14,479	16,188	17,874	19,776	21,678
Agriculture, Forestry, & Fishing	1,429	1,293	1,330	1,346	1,363
Mining	9	4 ⁽¹⁾	0	0	0
Construction	1,169	557	721	788	855
Manufacturing	2,754	3,985	4,188	4,649	5,111
T. C. & P.U.*	1,087	845 ⁽¹⁾	855	876	896
Wholesale Trade	376	225	208	160	113
Retail Trade	2,156	2,671	3,313	3,894	4,474
F.I.R.E.**	634	587	625	649	672
Services	2,327	3,332 ⁽¹⁾	4,125	4,954	5,785
Public Administration	2,538	2,689	2,510	2,460	2,409

⁽¹⁾ = Estimated number of employees. Exact figure was not shown on the REIS data.

* T.C. & P.U. = Transportation, Communications, and other Public Utilities

** F.I.R.E. = Finance, Insurance, and Real Estate

Source: U.S. Census Bureau and Regional Economic Information System

Existing Land Use

Figure 1, Existing Land Use, illustrates the detailed pattern of current land uses within of the Town of Hanover, the City of Madison, and Jefferson County. Table 9, Existing Land Use Acreage in Jefferson County, Madison and Hanover, delineates the acreage of various land uses.

Table 9
Existing Land Use

	Hanover		Madison		Jefferson County	
	Acres	Percent	Acres	Percent	Acres	Percent
Total Area	10,058	100.00	25,931	100.00	222,563	100.00
Total Residential	1,020	10.14	3,739	14.42	4,123	1.85
Single Family Residential	978	9.72	3,561	13.73	4,118	1.85
Multi-Family Residential	34	0.34	93	0.36	0	0.00
Mobile Home Parks	8	0.08	85	0.33	5	0.00
Total Non-Residential	7,306	72.64	16,280	62.78	98,287	44.16
Commercial	23	0.23	967	3.73	28	0.01
Industrial	23	0.23	172	0.66	1,116	0.50
Institutional	182	1.81	839	3.24	29	0.01
Parks and Recreation	26	0.26	1,737	6.70	7	0.00
Agricultural	7,052	70.11	12,502	48.21	93,017	41.79
Cemetery	0	0.00	63	0.24	32	0.01
Jefferson Proving Ground	0	0.00	0	0.00	4,058	1.82
Vacant (undeveloped)	1,732	17.22	5,912	22.80	120,153	53.99

Source: HNTB Corporation

Hanover

Hanover is the quintessential small town in Indiana. The Town is approximately 16 square miles in size and has approximately 10,000 acres in its planning jurisdiction. The planning jurisdiction allows for consideration of an area that includes and extends beyond the Town's municipal limit. The boundary does not extend a complete two miles to the east because it abuts Madison's planning jurisdiction.

Hanover can be characterized as rural in nature with the majority of the land within the Town's planning jurisdiction as undeveloped. The largest land use comprises 70 percent of the land and is used for agriculture. This area forms a ring around the developed core.

The second largest land use category comprises the wooded hillsides that connect the town with the Ohio River. This area is found predominately to the east and the north of the planning jurisdiction.

The rest of the land uses can be considered as the core of the town. The majority of this core is single family residential uses which occupies approximately 10 percent of land in Hanover's planning jurisdiction.

The remaining land uses are insignificant in size with the exception of Hanover College. The College owns almost 2 percent of the land and contributes greatly to the identity of the town. The College is located on the eastern border of the town.

Of note is the lack of commercial and industrial uses in the town when combined, they total less than 0.5 percent of the town's land uses. The majority of these uses are located off Highway 56.

Madison

Madison is the county seat of Jefferson County and has the largest planning jurisdiction of any other community in Jefferson County. The City is approximately 41 square miles in its municipal boundary and has approximately 25,900 acres in its planning jurisdiction. Madison also has a two mile planning jurisdiction the extends beyond its municipal limits.

Like Hanover, the majority of the City's planning jurisdiction is agriculture. Agriculture comprises almost 50 percent of the land uses within the City's planning jurisdiction. Similar to Hanover, there is a core of developed land that is located within the municipal boundaries. The majority of this core, contains the second largest land use category which is the wooded hillsides that create the natural setting so highly valued by residents. This amounts to 22.8 percent of the total land use. There areas can be found predominately on the west side of the City, though there are other of these areas located in the downtown, and the west of the City.

Single family residential uses are the largest land use within the city limits and the third largest land use in the planning jurisdiction. They comprise approximately 14 percent of the total land use. This area is located in the center of the core and provides a transition from the downtown to the commercial and industrial areas located in the northern portion of the City limits.

Unlike most communities in Indiana, Madison contains a large amount of land used for parks and recreation. Clifty Falls State Park and the multitude of municipal parks offer amenities that are the envy of competing cities. Clifty Falls acts as an anchor on the west side of the community providing a buffer from the potential commercial development along Highway 62 and the intersection of Highway 62, Highway 258 and Highway 56.

Besides this small commercial development, Madison contains two other commercial/retail areas which comprises nearly four percent of the land. These commercial areas are located along Clifty Drive on the hilltop and the historic downtown, both of which provide many of the needed regional services in Jefferson County.

Jefferson County

Jefferson County, like most counties is rural in nature. The unincorporated areas are approximately 348 square miles. Most of Jefferson County is still in its natural state with over 50 percent of the land as undeveloped, creating the largest classification of land use. The wooded lots on the western portion of the County and the wooded hillsides that occupy most of the eastern part of the County create the dominant use of the County. As expected, in most rural counties, 42 percent of the County is used for agricultural purposes. Agriculture is the largest land use in the county that involves alteration of the land.

Single family residential uses comprise less than two percent of the County's land uses. The majority of these areas are located in communities including Canaan, Deputy, Dupont and Brookstone. The rest of the residential uses have occurred along the major routes that traverse the County.

Within the County, there are two areas which offer opportunities for industrial development. Marble Hill and the contonement area of Jefferson Proving Grounds offer over 3,500 acres that can be used for industrial purposes. These areas are seen as playing an important role in shaping and strengthening the economy of Jefferson County. Adding to the development potential of these areas is the fact that they are both owned by the same owner.

Community Images

Jefferson County is located in the south-eastern portion of Indiana. To the north of Jefferson County lies Jennings and Ripley Counties, and to the east, Switzerland County. The Ohio River and the State of Kentucky form most of Jefferson County's southern boundary while Clark and Scott counties form the western border. The County occupies 348 square miles of land.

The County is divided into ten townships that include the incorporated towns of Madison, Hanover, Dupont, and Brooksburg. Madison, the County's largest city and county seat, is situated at the south central edge of the area. Hanover is the largest town and is located south west of Madison. Deputy, Canaan and Dupont are the only other towns that have schools and are located in the northern part of Jefferson County.

Jefferson County is located in a prime area that attracts quality amenities that positively influences the quality of life for the people who live there. Other amenities attributable to Jefferson County's location include:

- Diverse activities including entertainment and regional shopping from three major metropolitan areas; Cincinnati, Louisville and Indianapolis;
- Immense environmental features including rolling hills, heavily wooded areas and flatlands which can be attributed to the rich Ohio Valley terrain;
- Community character which includes agricultural lands in outlying areas with residential development concentrated close in to Madison and Hanover and along major state routes;
- Potential for industrial growth with the Jefferson Proving Grounds and the Marble Hill power plant located in the northern and southern areas, respectively of Jefferson County;
- Two distinct commercial areas. The first being the quaint, pedestrian oriented downtown of Madison which is nestled in the foothills and provides locally owned retail uses. The second district is located along State Route 62, and is primarily auto oriented with a great number of shopping centers that contain nationally owned retail and restaurant chains.
- One of the qualities that adds to the character of the region is downtown Madison. The downtown is rich in historic architecture and contains many locally owned shops and restaurants. The entire area of downtown Madison is listed on the National Register of Historic Places, and has been selected by the National Trust for Historic Places as a "Main Street U.S.A. Model City."

Jefferson County can be characterized as a rural, agriculturally oriented community. Residents generally feel there is a high quality of life due to the low levels of crime, pollution and traffic. One of the qualities that adds to the character of the region is downtown Madison. The downtown is rich in historic architecture and contains many locally owned shops and restaurants. The entire area of downtown Madison is listed on the National Register of Historic Places, and has been selected by the National Trust for Historic Places as a "Main Street U.S.A. Model City."

Besides the noted historic downtown, other qualities also define the character of Jefferson County. These qualities include paths, edges, districts, nodes and landmarks, which are further discussed below. Some of these features are shown on Figure 2, Community Images.

Paths

Paths can be defined as those areas which move people throughout a community. Paths in a community may include but are not limited to streets, walkways, trails, transit lines, bikeways, canals or railroads. Paths are a major element in shaping the character of the community. As people travel along these paths, the arrangement of elements such as buildings, trees, and utility poles begin to shape how people perceive the community. In Jefferson County, the major paths within the county were identified as:

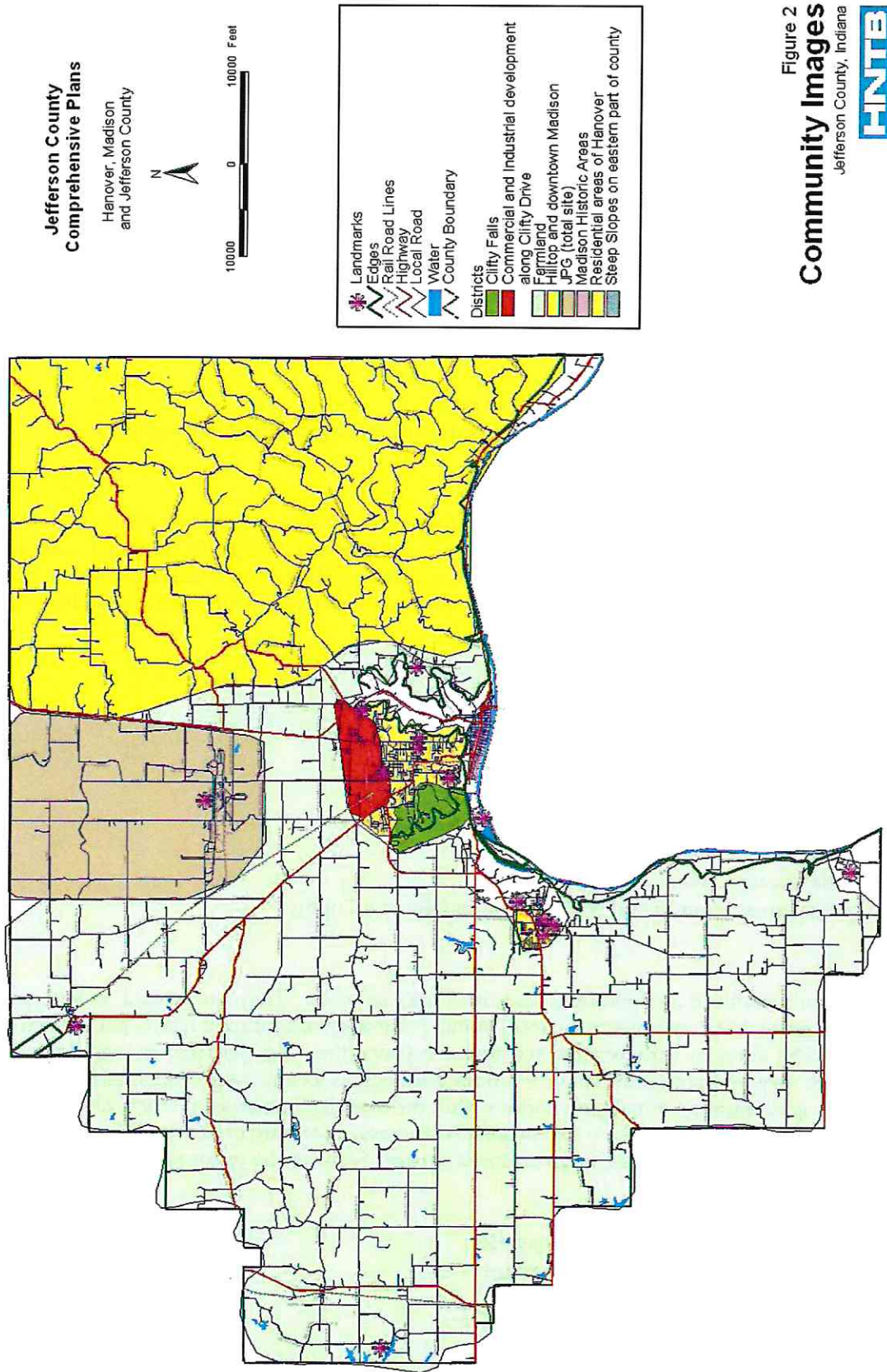


Figure 2
Community Images
Jefferson County, Indiana



- State Highways (List what they are)
- Madison Riverwalk
- Railroads (List what they are)
- Heritage Trail

Edges

Edges are physical elements of a community which generally create boundaries within the community. The edges may appear as a break in continuity such as a shoreline which separates the water from the land, railroad cuts which may separate one community from another, edges of developments, or walls. Sometimes edges can be seen as barriers, which close one area off from another, or edges can be seen as seams that join two different regions together. In many cases though, and especially in Jefferson County, they are boundaries which outline generalized areas. The two major edges in Jefferson County were identified as:

- Steep slopes along the Ohio River and urban areas
- Urban/rural interface separating urban development from agricultural development

Districts

Districts are areas within a community that have a common identifying character. What helps to identify an area is usually a building type, land use, degree of maintenance, topography or social connotation. A district can be a neighborhood, a commercial area, a cluster of houses or businesses which make-up a historic district, or a military base. Jefferson County has the following districts within the larger community.

- Madison Historic Areas
- Madison Downtown
- Jefferson Proving Ground
- Steep slopes on eastern part of the county
- Clifty Falls State Park
- Commercial and industrial development along Clifty Drive
- Residential areas in Madison
- Residential areas in Hanover
- Agricultural areas in north and west sections of Jefferson County

Nodes

Nodes are points within the community that have intense focus. They are related to both paths and districts in the sense that they become the focal point. For example, a railroad has its path which connects many cities. The cities in turn become the nodes because they are the focal points along the path. Similarly, there may be a concentration of a certain use, such as locally owned retail uses within a larger district. These concentrations of uses are nodes within the overall commercial district. Other nodes could be a place or primary junctions where two major streets cross, a crossing or convergence of paths, an area with certain physical characteristics, or an enclosed square. Some of the major nodes in Jefferson County were identified as:

- Intersection of Highway 56 and Highway 256
- Intersection of Highway 421 and Main Street

Landmarks

Landmarks are usually a physical object, which in most cases is used as a point of reference in a community. There are two types of landmarks, those that are used as references to direction or distance. These types of landmarks can be seen from many angles and distances and usually are an isolated tower, like a water tower, domed building, great hills, even a moving point such as the sun can be used as a landmark. The second type of landmark is a local landmark which symbolizes identity in the community and is usually only visible in certain places and approaches. These types of landmarks include historical buildings such as a courthouse or library, signs, store fronts, trees, or other urban details which residents identify as being distinct to their community. Major landmarks that are in Jefferson County include:

- Hanover College
- Military Base at Jefferson Proving Grounds
- Marble Hill
- Broadway Fountain in Madison
- Lanier Mansion
- Schools in rural areas
- Hardy Lake
- Clifty Creek Power Plant
- State Hospital
- King's Daughters' Hospital
- Ivy Tech State College

Transportation

Jefferson County, Madison and Hanover is served by an extensive road network system as well as other transportation modes including the rail lines, river, and air. The road network and other modes of transportation provide Jefferson County, Madison and Hanover with the ability to connect with the rest of the United States to provide goods and services outside the surrounding states of Ohio, Kentucky and Illinois. In essence, Jefferson County is the southern gateway into the state of Indiana and the Midwest. Understanding the existing network will play a role in determining how the future land uses will impact and change the transportation network. The transportation network is shown on Figure 3, Existing Transportation Routes.

Vehicular Transportation

US 421 and State Road 7 are the major north-south routes into Jefferson County. US 421, which is also known as Michigan Road, connects Jefferson County to Interstate 71, which provides easy access to Cincinnati and Louisville. Access to Interstate 65, located 22 miles to the west in Scott County, is via State Road 7, which connects Jefferson County to Indianapolis and other northern cities. Jefferson County is also served by minor north-south routes include State Road 62, 3 and 356. These routes provide connections to the larger interstate network that provides access to areas including Columbus, Louisville, Cincinnati, and Indianapolis. State Route 62 traverses through both Madison and Hanover and provides a connection to the east-west route of State Road 250 and State Road 56, 356 and 362. State Road 3 provides access primarily for those people living in the western edge of Jefferson County near Deputy and connects to State Road 7, 256 and 62. State Road 356 serves the southwest area of the County providing access to State Road 7 and US 31.

Regarding east-west travel, there are several routes within the County including State Road 56, 256, 250 and 362. However, there is only one major route which traverses the entire County, State Road State Road 56. State Road 256, which primarily serves Hanover, also provides a link into State Road 56 providing an alternative route across the western portion of the County. State Road 56 provides direct

access to Interstate 65 to the west as well as other multiple interstates along the eastern border including

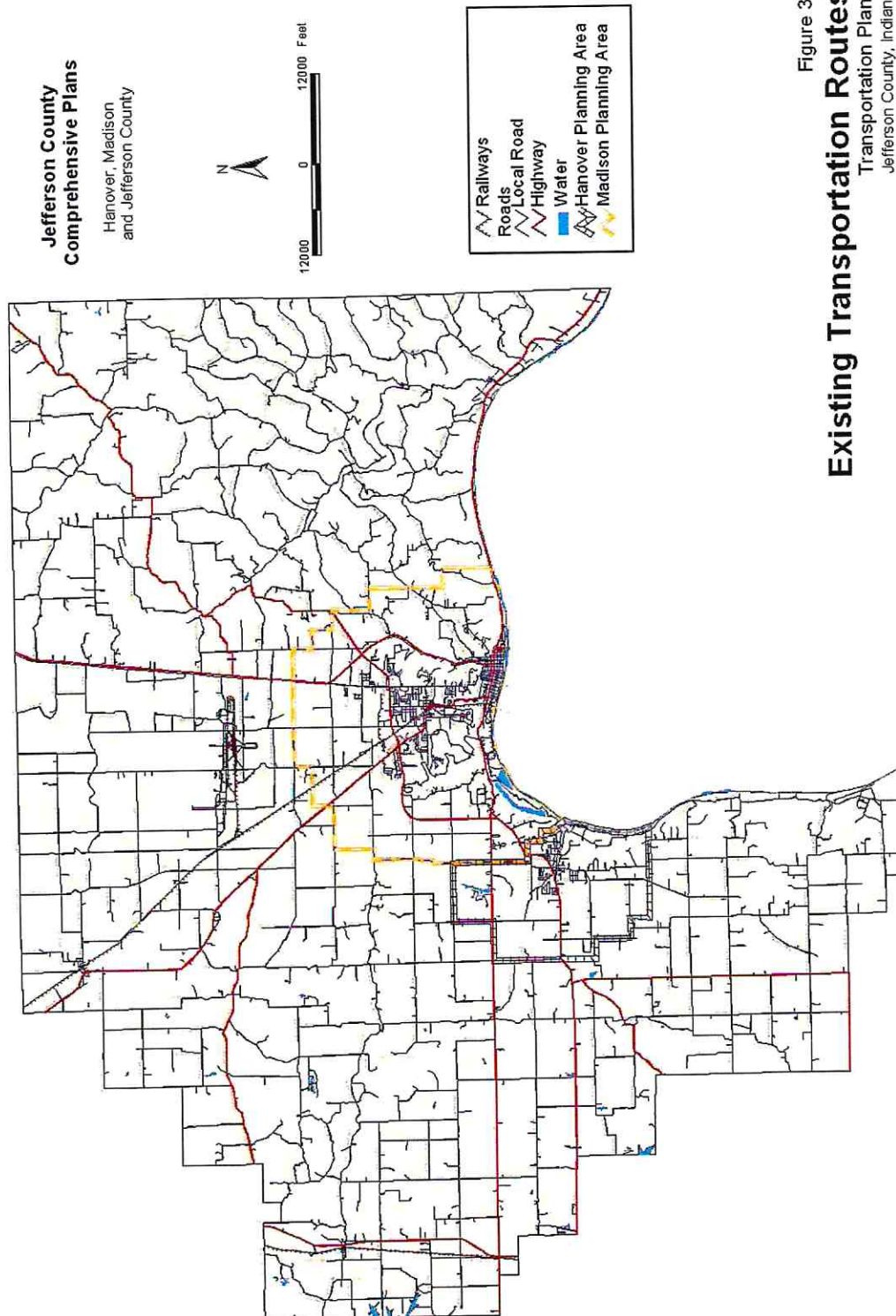


Figure 3
Existing Transportation Routes
Transportation Plan
Jefferson County, Indiana



US 50, Interstate 275 and 71 which provides connections to Louisville and Cincinnati. State Road 250 is a minor east-west connection in the County, because it does not provide complete access across the County. On the western half of the County, State Road 250 provides access to Interstate 65 to the west, but stops at the intersection with State Road 7. On the eastern half of the County, State Road 250 starts at US 421 and traverses east providing access to a larger network of interstates which allows easy access to Cincinnati. State Road 362, also a minor route provides a connection to State Route 62 and State Route 3.

For both the City of Madison and the Town of Hanover identifying the major local roads that offer the most direct north-south and east-west access across the communities is necessary in determining the impact future land uses will have on the transportation network. The transportation network in both communities is limited and access to both communities is through major highway routes. Limited transportation routes in communities this size are not uncommon and focus primarily on serving local residential traffic that has one or two stop destinations. Streets which provide through access are not as important in moving traffic than providing access to certain destinations.

Hanover's street network is a basic system of connector streets allowing traffic to move from one street to another. This is due the predominately residential nature of Hanover. There are a few major north south connections within Hanover that provides limited access in the town. Some of these roads include Co Rd 600 W, Main Cross Street, Madison Avenue, Grange Hill Road/Co Rd 440 W. There are fewer east-west connections that provide access into the community. The three streets that provide the best connections include Kuntz Road, Main Street and Foster Road. The rest of the east-west connections within the community serve residential areas.

The City of Madison does not have the traditional grid system found in most communities in Indiana. This is due to the City's orientation toward the river and the environmentally sensitive areas. This orientation has also developed two distinct areas within the community: downtown and the hilltop. Both of these areas have the traditional grid system and are link by major roads. The most direct access to Madison is the north-south connections. Some of the major north-south connections include Michigan Road, North Wilson Avenue/Shun Pike Road, Paper Mill Road/Co Rd 200 W, and Borchering Road/Co Rd 375 W. The only continuous street available for east-west traffic is the Main Street (Highway 56) which provides access to the Downtown area. Other east-west roads including Green Road, Dawson Smith Road, Black Road, meadow Lane Road and Vaughn Drive all provide connections to other major roads, however do not provide continual access.

Rail Transportation

Jefferson County has rail freight service which is provided by the City of Madison Port Authority. This rail line connects Madison to North Vernon and also provides connections to other railroad lines through the Chessie System at North Vernon.

River Transportation

The Ohio River provides another major transportation link to areas outside of Jefferson County. The Ohio River is a major shipping channel with approximately 15 barge lines in operation. The river also provides recreational transportation through the use of public docks located on the east and west sides of Madison. Other forms of recreational uses include riverboat cruises and casinos.

Air Transportation

There are three metropolitan airports that provide air carrier service the Jefferson, Madison and Hanover residents while one municipal airport provides general aviation services. Cincinnati, Indianapolis and Louisville provide commercial airline services. Cincinnati is a Delta Airlines hub, and also is services by eight other airlines. Indianapolis is served by twelve airlines while Louisville is served by ten. The Madison Municipal Airport is the only immediate airport that serves Madison, Hanover and Jefferson County. It is located just east of the City of Madison on West Chicken Run Road. This airport is primarily

used for small cargo flights and recreational aircrafts and offers such services as charter service, flight instruction, repair, tiedown and hangar facilities.

Community Development

Jefferson County, Madison and Hanover is served by an extensive network services that are provide by a variety of entities including the government, civic organizations and health organizations. The variety of services provided increases the quality of life of the residents and aids in the marketing efforts of the county, city and towns to bring in residents, businesses and industries. Knowing the existing services will determine how the future land uses will impact these services and what services many be needed in the future to maintain the high quality of life.

Educational Facilities

Jefferson County, Madison and Hanover have a tremendous number of educational opportunities for persons of all ages including public and private primary and secondary education and post secondary education.

Two public school districts serve the residents of Jefferson County, Madison and Hanover. The Madison/Jefferson County Consolidated School Corporation has ten schools including eight elementary schools and one Jr. High School and one High School. The schools include Canaan Elementary School, Deputy Elementary School, Dupont Elementary School, Eggleston Elementary School, Myrwin W. Anderson Elementary, Lydia Middleton Elementary, E O Muncie Elementary, Rykers Ridge Elementary School, Madison Consolidated Jr. High and Madison Consolidated High School.

The second public school district is the Southwestern Jefferson County School Corporation. There are two schools in this district including the Southwestern Elementary School and the Southwestern Jr./Sr. High School.

Besides public schools, a few parochial schools are located in Jefferson County. These schools include Pope John XXIII Elementary School, Shawe Memorial Jr. High School, Shawe Memorial High School and Grace Baptist Schools.

Higher educational opportunities within the Madison, Hanover, Jefferson County area are provided by Hanover College and Ivy Tech State College. Hanover College is a private, liberal arts institution which has an approximate student body of 1,100 students. Hanover College is located in the eastern portion of the Town of Hanover and offers over 28 majors in such diverse areas such as business, biology, communications, chemistry, philosophy, theater, art, and mathematics. In addition to its educational value, the college also provides cultural, recreational, and entertainment opportunities.

The Ivy Tech State College, located in Madison, provides vocational training in a many areas. Ivy Tech offers eight programs which vary in length to complete and type of graduating certificate. These programs include: accounting technician and computer programmer which upon graduation receives associate degree; administrative secretary, medical assistant, heating, air conditioning and refrigeration, automotive service, auto body repair and welding which upon graduation receives technical certificates; and nurses' aid orderly which upon gradation receives an occupational certificate. The number of students enrolled in the program during the 1996-1997 school year was 2,350.

Besides the local colleges, distance learning courses are offered through Ball State University, Independent Colleges of Indiana, Indiana State University, Indiana University, Ivy Tech State College, Purdue University, University of Southern Indiana and Vincennes University to foster continuing education of the residents of Jefferson County, Madison and Hanover.

Police Services

Jefferson County, Madison and Hanover each provide their own police services to their respective communities. The unincorporated areas of Jefferson County are serviced by the sheriff's office. The County Sheriff's office consists of 11 sworn personnel and 13 employees which include a sheriff, which is an elected position, a chief deputy, a captain, lieutenant, several patrolmen and communications officers, civilian jailers and support staff. Besides providing crime prevention, investigation and patrol operations, the officers also provide drug, crime, neighborhood watch and other specialized information programs to the community.

The City of Madison Police Department consists of 25 sworn officers and 9 civilian employees. The police department provides several specialized units including a detective section which handles drug investigation as well as other crime areas, polygraph technicians, training officer, D.A.R.E. instruction for schools, crime scene technicians, breathalyzer operators, DUI programs and a K-9 unit.

The Town of Hanover has four officers serving a population of approximately 3,600 people. One of the officers is paid by a grant the runs through the end of 1999. At the end of the year, the town will only have three officers.

Fire Protection Services

Like police services, each jurisdiction provides fire protections and emergency services to residents in each of the fire protection districts. What is unique about these three fire protection district is that there are no paid fire departments. All fire protection services are provided by volunteers who staff each station. The City of Madison operates six fire stations throughout its fire protection district with more than 200 volunteers. Hanover contains one fire station that this staffed with more than 40 volunteers. Jefferson County operates eight different fire station location equal distances throughout the unincorporated areas and contains more than 200 volunteers.

Water Facilities

Municipal water is available in Madison, Hanover, and most of Jefferson County. The availability of municipal water is a driving incentive for development in the rural areas of the County.

The Town of Hanover currently obtains its water from two 600 gallon per minute (gpm) wells which are owned, operated and maintained by Hanover College. The wells run on alternating systems and are treated with chlorine. In addition to these wells, the town also has one 250,000 gallon water tower. As the town develops further, improvements to the system will be needed including additional sources of wells, improvements to the distribution system, additional water storage facilities and improvement to the treatment process and facilities.

The City of Madison obtains its water from two plants located along the Ohio River which treat the water with chlorine and fluoride. The East Well Field has a capacity of approximately 1.5 million gallons per day (mgd) and the West Well Field has a capacity of 3.0 mgd. Therefore, the City's maximum daily capacity it approximately 4.5 mgd. The average daily flow between these two well fields is approximately 3.2 mgd. The City also has However, according to the City's utility personnel, problems exist in the hot summer months when the demands for water service on the "Hilltop Areas" cannot adequately be meet. To address this problems and to upgrade the current system, Madison is in the process of adding a new well to the Jefferson Proving Ground Well Field.

The unincorporated areas of Jefferson County and some of the incorporated towns receive their water from the City of Madison as well as from other means. The City of Madison water system supplies several areas including the Town of Dupont, Town of Canaan and Rykers Ridge. The Town of Dupont also receives water from Vernon, Indiana. The Kent Water Company supplies water the Town of Duputy and a portion of the western part of the County. As the well system improvement becomes complete on

the Jefferson Proving Ground, future developed areas within the County will likely get their water from that supply, which will be operated by the City of Madison.

Sewer Facilities

Sewer facilities are also provided to residents of the Town of Hanover, the City of Madison and Jefferson County. The Town of Hanover operates a 0.54 million gallon per day (mgd) contact stabilization plan which was constructed around 1970. The current average daily flow is 0.24 mgd. The plant personnel have indicated that there are several areas where improvements or upgrades are needed. The plant is out of compliance with their NPDES permit on the dechlorination process. Given the age of the plan and the fact that the useful life on most equipment is 20 years, it is reasonable to expect that the plant is in need of improvements and upgrades even if no growth were to occur.

The City of Madison operates a 3.6 mgd activated sludge wastewater plant. In 1997, the average daily flow was 2.6 mgd. The plant personnel have indicated that there is an infiltration and inflow problem in the collection system. This is to be expected given that several of the large interceptor sewers in the community are combined sewers that convey both storm water and sanitary wastewater.

Wastewater treatment for the unincorporated areas and some of the small incorporated towns in the County are for the most part are serviced by on-site septic systems. The exception is the Jefferson Proving Grounds which has a 0.4 mgd package plant that is reported to be in good condition by plant personnel.

Other Public Buildings and Facilities

Besides the traditional services including sewer, water, police and fire protection other services are offered by a variety of entities in the Madison, Hanover and Jefferson County area. Each of the three governmental jurisdictions have a municipal building in which the offices that provide basic municipal services can be found. The Madison City Hall and police office is located on the corner of Main and West Streets in Downtown Madison. The County Courthouse Complex is located on the corner of Main and Jefferson Streets, also in Downtown Madison and the Hanover Municipal Building is located on Main Street near Madison Avenue.

There is an extensive network of health care in Jefferson County that serves all residents. The Kings Daughter Hospital, located in Madison, provides quality care that is typical of a large, regional medical center. The have many treatment centers including the Cancer Treatment Center, Diabetes Care Center, Rehabilitation Center and Home Care Services. The hospital also offers other programs to residents including monthly health and blood pressure screenings, EMT courses, nutritional consultation, safe sitters program, etc. Other health care serves include the Madison State Hospital which provides care to those individuals who need special attention, and other home care services and rehabilitative care which serve the needs of different population. These include the Jewel House, an assistant living facility for seniors, Clifty Falls Rehabilitation Center and Hanover Nursing Center.

The Madison-Jefferson County Library Public Library has one branch that is located in Madison. The library provides a book mobile service which serves the ten townships within the County. The library has a total circulation collection of over 200,000 volumes of books, 250 magazine and newspaper subscription and over 10,000 black and white photos. Other services the library provides including local history and genealogy, video and audio recordings, reference services, computers, meeting rooms, children's and adult services, dial-a-story and a literacy program.

There are also many entertainment opportunities including those provided by Hanover College as well as local establishments including a movie theater, restaurants, shops, bowling alley, and roller rink. There are a multitude of churches located throughout the County of many different denominations as well as several community organizations including Business, profession and trade, civic and service, lodges and patriotic, cultural, farm, youth, special interest and health and welfare.

Intergovernmental Relations

There are many different jurisdictions within Jefferson County. Therefore, in some situations, one community may have limited control over natural resources, roads, services or development. Directing development in the past and in the future requires cooperation and support of neighboring communities and agencies. Hanover, Madison and Jefferson County have realized the importance of working together and have established a working relationship amongst themselves and other jurisdictions including state agencies and utilities. By forging this relationship, these municipalities work together to further common goals while still maintaining the identity that gives each community its uniqueness. To continue to foster and maintain these relationships, the planning process has been used to continue discussion to facilitate development in a manner that is consistent with the desires of the each individual community.

Parks and Recreation

There are a number of park and recreational opportunities that are available in the surrounding area. Many of these opportunities provide opportunities for sports and leisure and gathering spaces for community fairs, parties and other special events. These areas also help define and contribute to each communities "sense of place" and quality of life.

The largest park is Clifty Falls State Park, which is located in the western part of Madison and can be accessed off State Road 56 and 62. The park contains approximately 1,400 acres for a variety of activities including camping, picnicking, hiking trails, swimming, tennis courts, cultural arts programs, naturalist services, a Nature Center, shelter reservations and other activities.

There are twelve parks/recreational areas developed on 220 acres that the City of Madison Parks Department owns and operates. Many of these parks range from neighborhood playgrounds to large multi-use community facilities. Some of the unique facilities offered include the Rucker Sports Complex, a 20 acres complex which offers a variety of recreational fields such as baseball/softball diamonds, soccer and football fields, picnic areas and barbecue pits and a shelter house; Sunrise Golf Course which contains an 18 holes and a par 72 golf course spread over 160 acres; and the Brown Memorial Gym, located in downtown Madison, is a newly renovated gym that offers diverse community activities including basketball, volleyball, daily walking. The breakdown of the park's acreage and the services offered at each facility is listed in Table 10, Madison Parks Department Facilities.

Table 10
Madison Parks Department Facilities

Park Site/Recreational Facility	Acreage	Major Activities
Broadway Fountain Park	½ acre	Park and fountain
Brown Memorial Gymnasium	½ acre	Basketball and volleyball
CampGround	2 acres	Thirty-four class AA sites
Cherokee Park	½ acre	Picnic areas and small playground
Crystal Beach Swimming Pool	3 acres	Pool/ park, picnic areas, barbecue pit, shelter house, lighted basketball court and bathhouse
Fireman's Park	1 acre	Double sized shelter house and picnic tables
Gaines Park	½ acre	Neighborhood playground, picnic area, shelter house and basketball court
Jaycee Park	2 acres	Two shelter houses, basketball court, three sand volleyball courts and playground equipment
John Paul Park	1 ½ acres	Softball diamonds, shaded walking path, restrooms and concessions during summer activities
Johnson Lake Park	13 acres	Three shelter houses with barbecue pits, stocked lake and walking trail
Kiwanis Park	2 acres	Lighted softball diamonds
Lorenze Park	2 acres	Shelter house, picnic area, large playground area, basketball court, public restrooms and a baseball diamond
Lytle Park	½ acres	Playground equipment
Michigan Road Tennis Courts	½ acres	Lighted tennis courts
Oakhill Park	1 acre	Playground equipment
Playground for all children	1 acre	Playground equipment
Rucker Sports Complex	20 acres	Four lighted baseball/softball diamonds, two baseball fields, one soccer/football field, four soccer fields, one football field, picnic area, shelter house and barbecue pit
Sunrise Golf Course	160 acres	Eighteen hole, par 72 golf course

In addition to the operation of numerous parks and recreational facilities, the Madison Parks Department also provides a variety of programs including numerous baseball and softball leagues, two basketball leagues, football, volleyball, swimming lessons, tennis lessons and golf lessons. Also, there are other associated programs provided which are sponsored by other organizations. Some of the programs offered include volleyball, basketball, softball, a theatre group and fishing.

The Town of Hanover also provides some recreational opportunities for residents in that community. The town has one full service park that consists of over twenty acres. The park is located south of Highway 56 and east of Meadow Lane. The park has many facilities including a community center, swimming pool, ball fields, tennis courts, horse show pits, shuffleboard courts, amphitheater, shelters and playground equipment.

Natural Features

There are many different features in a community that add to the quality of life of the residents and can be used to market an area to future residents, businesses and industries. One of the strongest features from Hanover, Madison and Jefferson County is its natural features. The combination of natural features makes this county a unique and desirable place to live and conduct business. There are five natural features in Hanover, Madison and Jefferson County that include the Ohio River, topography, steep slopes, natural areas and soil conservation and preservation.

Ohio River

The Ohio River defines the southern boundary of the County. The river is home to many plant and animal species and offers many things to the community including transportation links, recreational opportunities and scenic views. The Ohio River also plays a role in connecting the communities along its path providing a rich heritage and drawing people to the area. Communities along the river have realized its potential in the development of their communities for both business and people. A plan has been written entitled "The Community Guide to the Ohio River Scenic Route" that details the qualities the river brings to communities and a plan to try and protect and promote that heritage while preserving the scenic and natural beauty.

Topography

The topography in the county can range anywhere from flat to hilly, with elevations ranging from 430 to 900 feet above sea level. The majority of areas in Hanover and the central to southern portions of Madison are relatively flat. The lower elevation levels are generally down near the river, with a lot of drainage of the land, especially in Madison, flowing into the river.

Natural Areas

Because of the topography in the county, several natural areas provide scenic views and rolling hills and valleys for the people living in the county. The natural areas contribute to the quality of life to the residents of Jefferson County, Madison and Hanover. In general, Madison and Hanover have developed in between the natural areas, with some of these areas forming development boundaries for the communities. These hills and valleys are what form some of the unique and scenic areas in both communities.

Severe Slopes

A great deal of these natural areas are undevelopable due to the severe slopes. Severe slopes are defined as slopes greater than twelve percent. Many of these areas can be found adjacent to the river and in the western and eastern part of the county. The areas in the east of the county are very hilly with steep slopes, especially indicative of the minimal development that has occurred in the area. The areas in the western portion of the county are somewhat hilly, with more of a variation from flat to steep, which makes this area more desirable for development.

Soil Conservation and Preservation

There are a variety of soil types and conditions within Hanover, Madison and Jefferson County. The major soil associations are Wirt-Haymond, Huntington-Dearborn-Elkinsville, Cobbsfork-Avonburg, Cincinnati-Rossmoyne-Hickory, Eden-Carmel and Ryker-Grayford. The soils in these associations vary from well draining soils to poorly drained soils and vary for different types of development. Wirt-Haymond, Huntington-Dearborn-Elkinsville, Cobbsfork-Avonburg and Cincinnati-Rossmoyne-Hickory soils are well suited for urban development because they are well-drained ranges from level to gently sloping. These soil associations can be found mostly in the central to western portions of the county. Madison and Hanover primarily consist of Cobbsfork-Avonburg and Cincinnati-Rossmoyne-Hickory soils. The Eden-Carmel and Ryker-Grayford soil associations range from relatively level to very steep slopes and generally have poorly to moderately poorly drained soils.

A Comparative Analysis of the Property Tax Base of Madison, Hanover, and Jefferson County

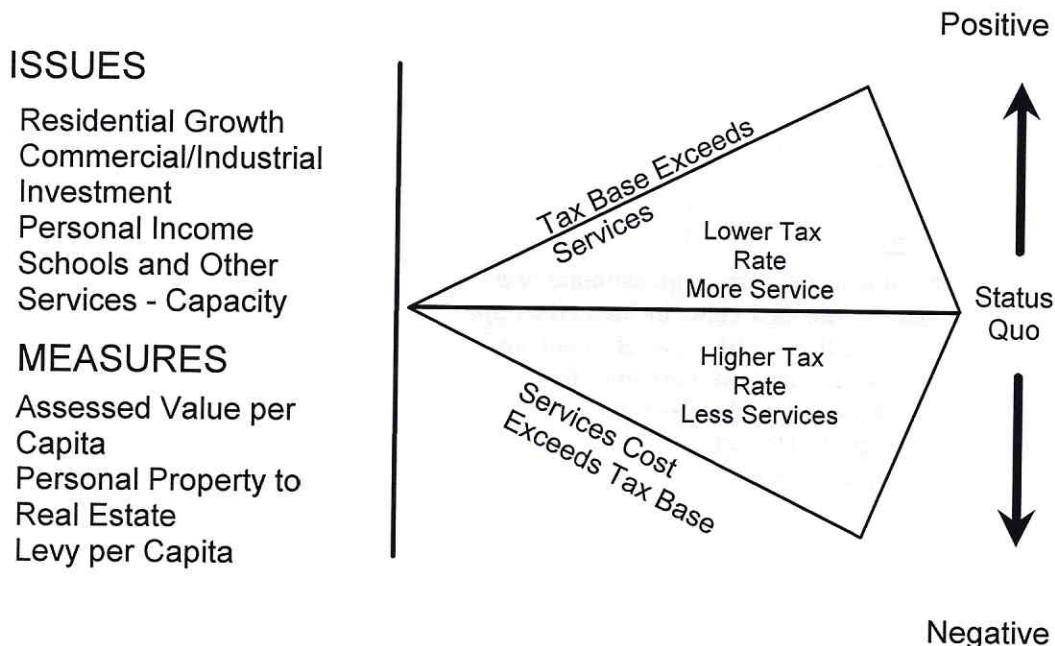
Introduction

During the preparation of a comprehensive plan a community considers and then adopts a vision of its preferred future. As the future unfolds, the community will experience a variety of changes. The comprehensive plan and other factors will influence these changes. Accompanying those changes in the community are opportunities and costs. The purpose of this comparative property tax base analysis is to document the current tax base position of the civil city of Madison, the civil town of Hanover, and Jefferson County and provide evaluation measures to assist these communities in making policy decisions regarding the tax base implications of future development.

The tax base implications of the planning effort are important because property tax revenue is generally the most reliable revenue local government receives.¹ It is also the revenue stream most directly controlled by local policy. The amount of residential, commercial, and industrial growth that occurs will affect the property tax base. As shown in Figure 1, growth and its accompanying tax base changes can have either positive or negative impacts on a taxing unit's ability to deliver public services.

Chart 11
Implications of Development on the Property Tax Base

GOAL: Tax Base Growth Exceeds Increased Costs



Source: Center for Urban Policy and the Environment

¹ David J. Bennett and Stephanie E. Stullich, *Financing Local Government in Indiana* (Fort Wayne, IN: Lincoln Printing Corporation, 1992) 34.

When a taxing unit's property tax base is growing faster than the demand for and cost of providing additional public services, the community is faced with the enviable choice of providing additional and improved services or lowering the property tax rate. Conversely, if the costs of providing public services to meet the demands of new growth outpace the growth of the tax base, the community faces the decidedly unpleasant choice of reducing services or increasing the tax rate.

The manner in which a community grows will influence its future financial choices. It is generally agreed that commercial and industrial properties generate more tax dollars than they consume, while on average residential properties consume more tax dollars than they produce. One study indicates that on average for every \$1 of residential tax revenue collected, as much as \$1.22 is spent on services (principally schools). For every \$1 of commercial or industrial tax revenue, only \$.32 is spent providing services.² Thus one important measurement of tax base change or health is the relationship between residential and commercial/industrial property. A second key indicator or measure of tax base health is the amount of assessed value per capita which provides a measure of the tax base's ability to keep pace with changes in population. The third key indicator presented in this report is levy or property tax dollars collected per capita which provides an indicator of changes in the cost and amount of services required within the community.

All measures are presented over time, between 1992 and 1997 or 1998. Additionally, each taxing unit's tax base is compared to the tax bases of comparable cities, towns, and counties. Accompanying the increased population are new demands for services, increasing costs to local government, and a growing tax base. The comparison among all communities will allow a relative understanding of current tax base status, and provide insight into issues that Madison, Hanover, and Jefferson County may face in the future.

The remainder of this report presents the three key indicators of tax base health as well as supporting measures that are useful in the understanding and management of a local government's tax base. The following section addresses the civil city of Madison. The remaining sections address the civil town of Hanover and Jefferson County.

Civil Town of Hanover

Assessed Value per Capita

In Indiana, the assessed value of property is an estimate of the appraised cost to replace the property rather than its market value. Assessed value includes the appraised value of all land, the replacement cost of all structures, as well as the machines, equipment, and inventory of businesses. Net taxable assessed value excludes all voluntary and mandated tax exemptions, including tax abatements and tax increment financing districts (voluntary) as well as government facilities, not-for-profit organizations, and homeowner credits (mandatory). The net taxable assessed value is the total amount available to the local taxing units to generate property tax revenue.

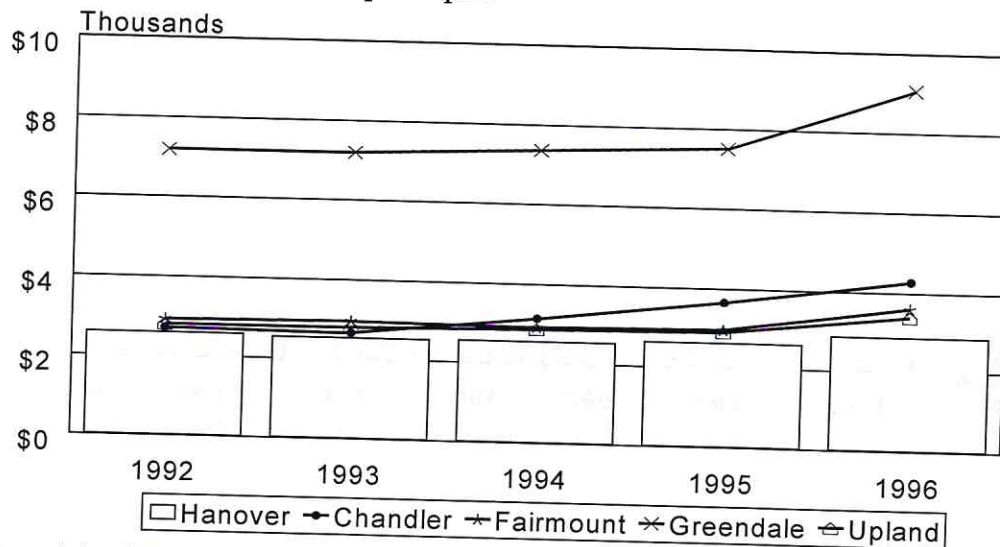
Figure 7 displays the amount of net assessed value per capita in Hanover and the four selected comparison communities. A per capita measure is used to allow for the different sizes of the towns. Hanover has consistently had the lowest assessed value per capita of the five communities. A portion of Hanover's low assessed value per capita is likely explained by the fact that Hanover College is a tax-exempt institution. As such while it and its students consume public services, the building and grounds are not included in the net assessed value. As a result of its low assessed value per capita, the challenge for the leaders of Hanover is much different than Madison's. Hanover must either deliver the same

² Joel Garreau, *Edge City, Life on the New Frontier* (New York, NY; Anchor Books, 1991)

amount of services more efficiently than the other communities, provide less services, or tax its citizens and business at a higher tax rate.

Chart 12

Town of Hanover Net Assessed Value per Capita



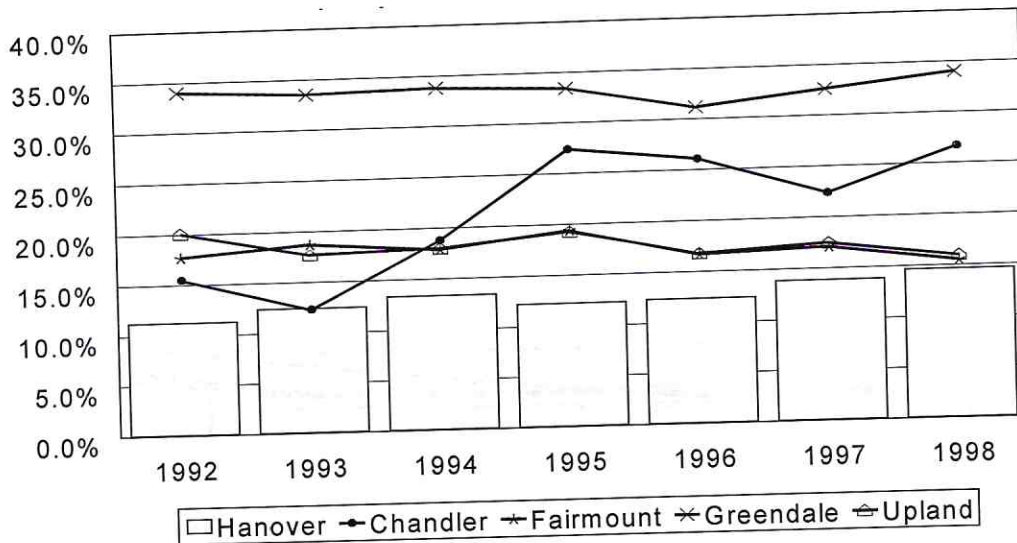
Source: Indiana State Board of Tax Commissioners; Center for Urban Policy and the Environment

Personal Property

The share of personal property assessed value in a town provides a reasonable indicator of the amount of non-residential taxable property in the community. While real property may be owned either by business or residents, personal property consists of business machinery, equipment, and inventory owned by business. The portion of personal property in a community provides a conservative estimate of the relative portion of property taxes paid by business. This is important because it is generally accepted that businesses pay more in taxes than they receive in services.

As shown in Figure 8, Hanover has consistently had the lowest share of personal property of the selected communities. This low share of personal property likely results in homeowners paying a higher share of property taxes in Hanover than in any of the other communities. This creates additional challenges for Hanover's leaders. Specifically, it has been previously established that, in general, businesses pay more in taxes than they consume in services while homeowners consume more services than they pay in taxes. Thus, Hanover is faced with the unenviable task of attempting to provide sufficient services to its citizens without the cushion of 'corporate donations' to cover the difference between what the average homeowner pays in taxes relative to what they consume in services.

Chart 13
Town of Hanover Personal Property as a Share of Net Assessed Value

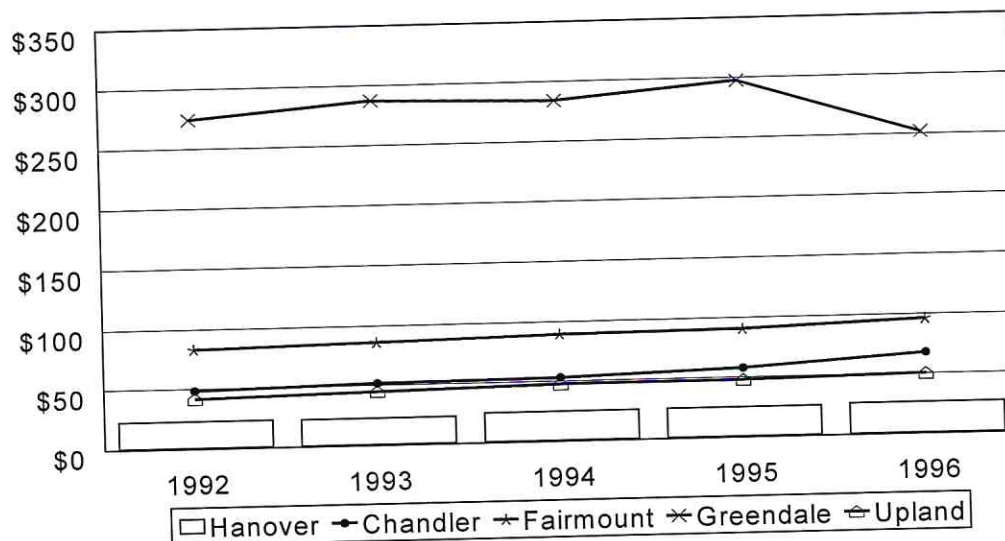


Source: Indiana State Board of Tax Commissioners; Center for Urban Policy and the Environment

Levy per Capita

The property tax levy represents the amount of property tax dollars expected to be collected by the taxing unit, in this case the civil town of Hanover. As displayed in Figure 9, Hanover has consistently the lowest levy per capita measures of the five selected towns; by 1996 Hanover's levy per capita was half that of the next lowest town. This means that, if all the selected cities are equally efficient in delivering services, the citizens of Hanover would receive less public services and infrastructure than any of the other selected cities.

Chart 14
Town of Hanover Levy per Capita



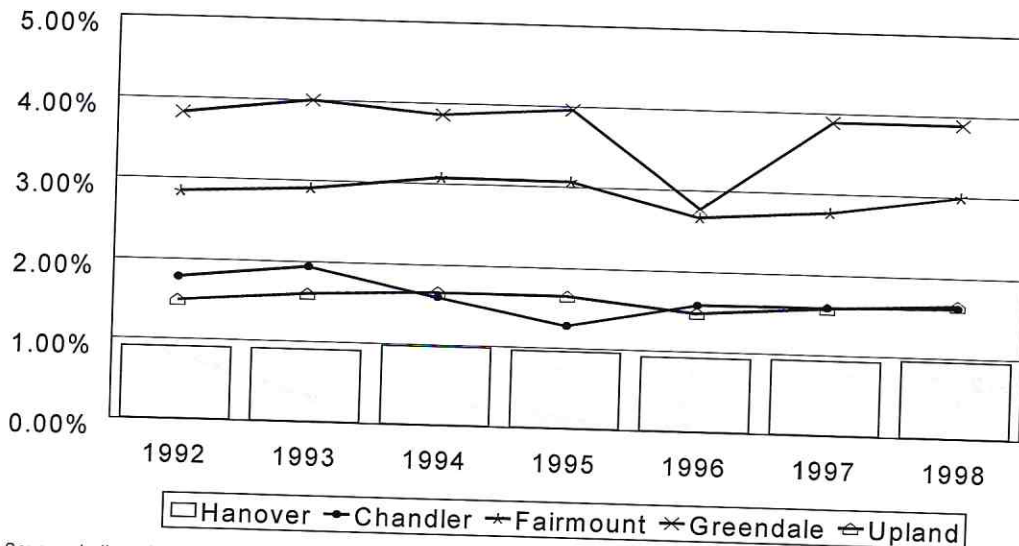
Source: Indiana State Board of Tax Commissioners; Center for Urban Policy and the Environment

Property Tax Rate

Given the low the levels of assessed value and personal property one might expect Hanover to have the highest tax rate of any of the selected towns. As shown in Figure 10 this is not the case, in fact Hanover has the lowest tax rate of any the towns. This leads to the conclusion that Hanover has been able to provide its citizens and business with an acceptable level of services for little cost. What remains uncertain is whether Hanover's tax rate remains low because of a low level of service expectation from its citizens or extremely efficient service mechanisms. It is most likely that Hanover's ability to cope with its tax base position is partially explained by both lower expectations and greater efficiency.

Chart 15

Town of Hanover Civil Town Tax Rate



Source: Indiana State Board of Tax Commissioners; Center for Urban Policy and the Environment

Finally, as shown in Figure 11 the town of Hanover's 1998 tax rate was less than one dollar per hundred dollars of assessed value. Furthermore, the town of Hanover's share of the overall tax rate for taxpayer's in the Hanover/Hanover Township taxing district was less the twenty-five percent of the total rate.

Summary

In comparison with the selected towns, Hanover appears to be in a relatively disadvantageous tax base position. In spite of this position, Hanover's civic leaders have been able to provide an acceptable level of public services while holding costs down to the point that Hanover's tax rate is lower than any of the other towns. The low assessed value per capita levels likely means that in order to hold down costs Hanover has deferred much capital infrastructure related investment. As Hanover changes and grows, the low tax base (especially if coupled with deferred infrastructure investment) is likely to make addressing the cost associated with growth more challenging. As a result, careful attention should be paid to the mix of residential versus commercial, industrial, and agricultural land. From a fiscal or tax base perspective, the goal of new development should be to grow the tax base faster than the population (service demand). It is also recommended that monitoring of the amount of tax exempt property in the community should be undertaken. Finally, annual measures of the change in assessed value per capita, levy per capita, and share of personal property will provide civic leaders with the ability to make more informed policy decisions and proactively take actions to assure that Hanover develops a healthy tax base. The community's ability to continue to provide more services at a low tax rate is dependent upon its ability to manage future growth.

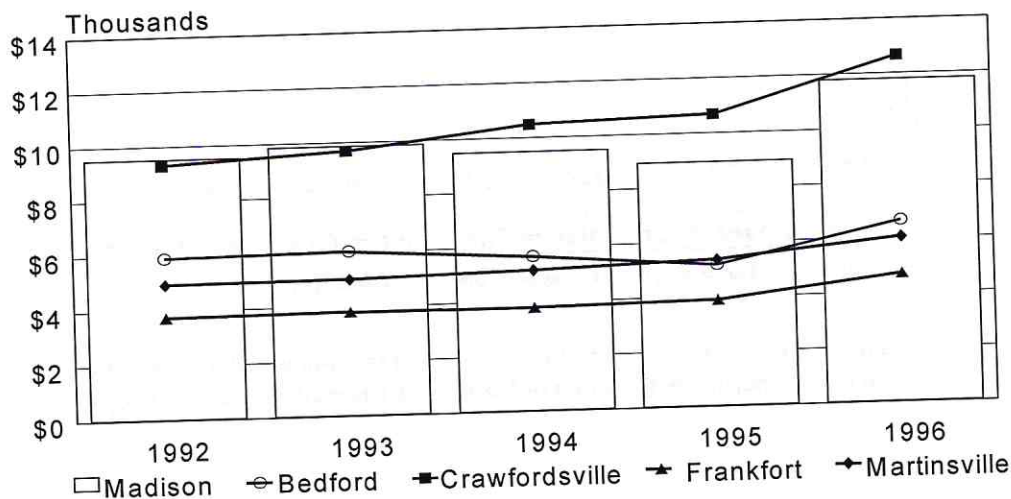
Civil City of Madison

Assessed Value per Capita

In Indiana, the assessed value of property is an estimate of the appraised cost to replace the property rather than its market value. Assessed value includes the appraised value of all land, the replacement cost of all structures, as well as the machines, equipment, and inventory of businesses. Net taxable assessed value excludes all voluntary and mandated tax exemptions, including tax abatements and tax increment financing districts (voluntary) as well as government facilities, not-for-profit organizations, and homeowner credits (mandatory). The net taxable assessed value is the total amount available to the local taxing units to generate property tax revenue.

Figure 2 displays the amount of net assessed value per capita in Madison and the four selected comparison cities. A per capita measure is used to allow for the different sizes of the communities. Madison has the second highest assessed value per capita of the five cities. Thus, if all communities had the same property tax rate, Madison would collect more property tax dollars per taxpayer than all but one (Crawfordsville) of the other communities.

Chart 16
City of Madison Net Assessed Value per Capita



Source: Indiana State Board of Tax Commissioners; Center for Urban Policy and the Environment

Personal Property

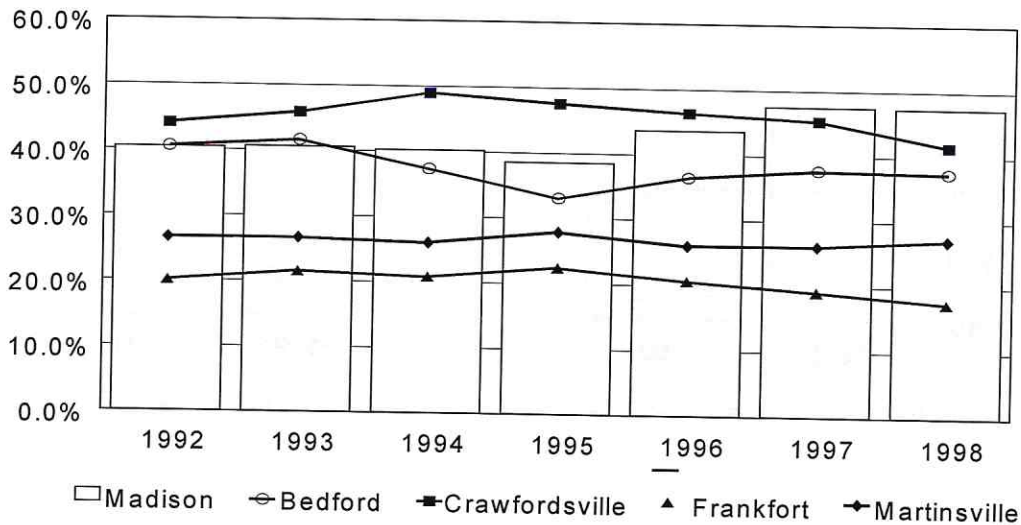
The share of personal property assessed value in a community provides a reasonable indicator of the amount of non-residential taxable property in the community. While either business or residents may own real property, personal property consists of business machinery, equipment, and inventory owned by business. The portion of personal property in a community provides a conservative estimate of the relative portion of property taxes paid by business. This is important because it is generally accepted that businesses pay more in taxes than they receive in services.

As shown in Figure 3, the share of personal property in Madison has remained relatively constant between 1992 and 1998. While Madison's share of personal property has remained relatively constant, Madison's standing in comparison to the other communities has improved. In 1992, Madison had the third highest level of personal property of any of the communities. By 1998, Madison has the highest share of personal property of any of the selected communities. This likely means that, by 1998, the

homeowners of Madison were paying a smaller share of the town's property taxes than were the citizens of Bedford, Columbus, Frankfort, and Martinsville.

Chart 17

City of Madison Personal Property as a Share of Net Assessed Value



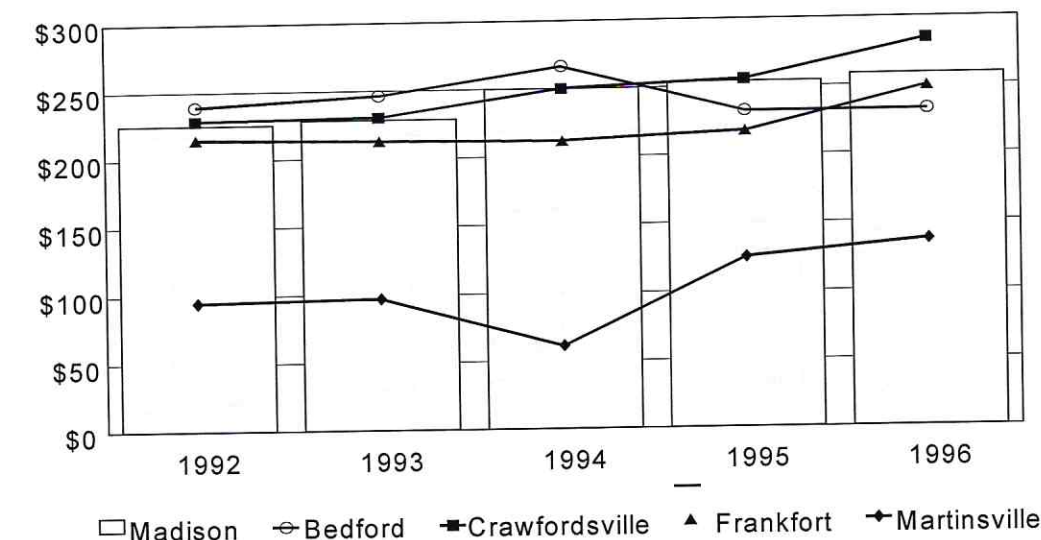
Source: Indiana State Board of Tax Commissioners; Center for Urban Policy and the Environment

Usually, as the share of personal property in the tax base increases assessed value per capita also increases. This is occurring in Madison, the increase in the share of personal property that occurred between 1995 and 1996 is reflected in the increase in assessed value per capita (figure 2). A continued increase in business investment and personal property is likely to result in a further increase in assessed value per capita that will reduce homeowners' property tax burden.

Levy per Capita

The property tax levy represents the amount of property tax dollars expected to be collected by the taxing unit, in this case the civil city of Madison. As displayed in Figure 4, Madison has consistently had one of the higher levy per capita measures of the five selected cities; by 1996 Madison's levy per capita was the highest of the five cities. This means that, assuming all the selected cities are equally efficient in delivering services, the citizens of Madison are benefiting from a higher level of public services and infrastructure than any of the selected cities.

Chart 18
City of Madison Levy per Capita



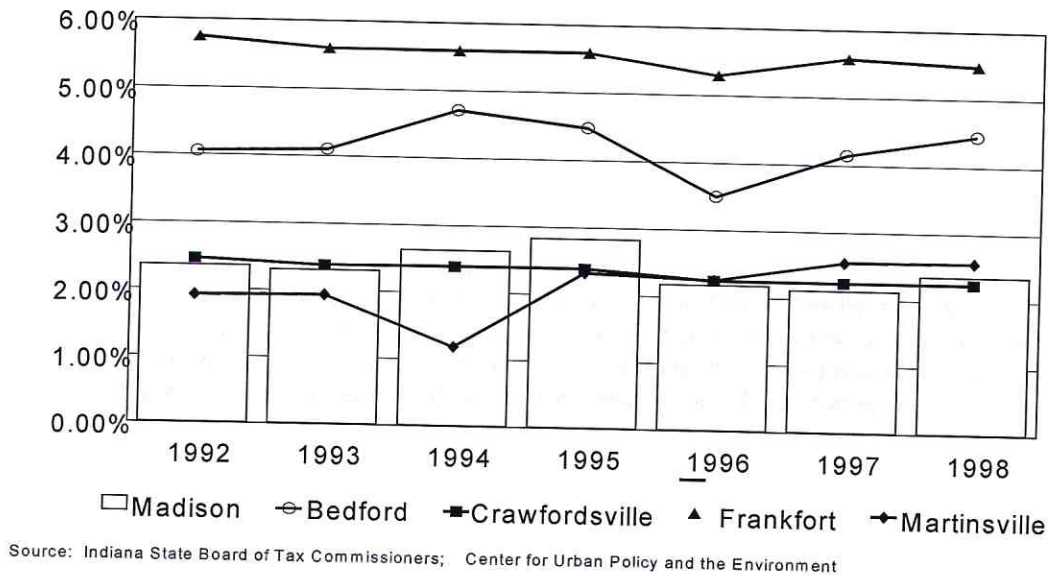
Source: Indiana State Board of Tax Commissioners; Center for Urban Policy and the Environment

Property Tax Rate

Perhaps more importantly, the high levy per capita does not mean that the taxpayers of Madison are burdened with an extraordinarily high tax rate. The high per capita property tax levy is explained, in large part, by Madison's high assessed value, particularly its high share of personal property (business investment). For example, if one community has \$10,000 of assessed value and another \$5,000 and both had a 10% tax rate. One community would receive \$1,000 of property tax and the other \$500. Because Madison has such a high level of assessed value per capita it can collect a high level of levy per capita without having a dramatically high property tax rate.

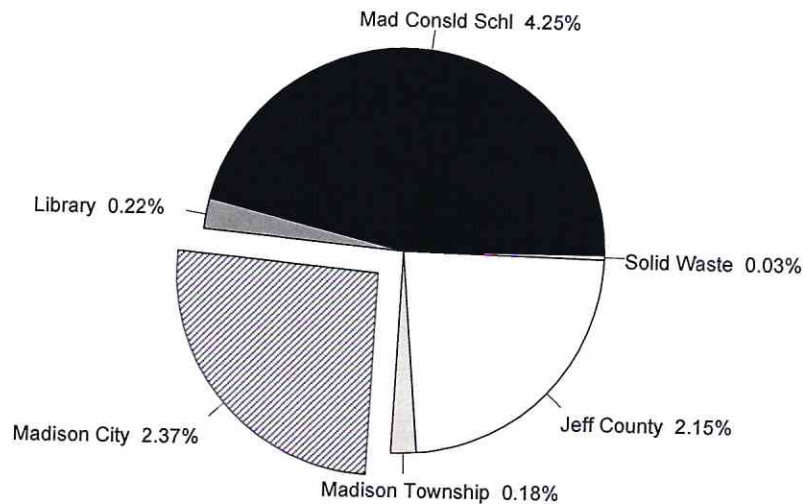
As displayed in figure 5, Madison's property tax rate has consistently been one of the lowest of the study communities. By 1998, Madison's tax rate was lower than all communities except Crawfordsville, which was also the only city with a higher net assessed value per capita. The high level of assessed value combined with the low tax rate provides Madison with the ability to more easily assimilate any costs associated with change. As one may recall Frankfort had the lowest level of assessed value per capita (Figure 2), and the highest tax rate. It is this unenviable position, of less services and higher tax rates, that Madison must endeavor to avoid.

Chart 19
City of Madison Civil City Tax Rate



Finally, as shown in Figure 6 it is important to note that in 1998 the civil city of Madison's tax rate was approximately 25% of the total tax rate paid by Madison taxpayers. As new development options are considered, the effects of that change on the schools, library, and other taxing units should be carefully considered.

Chart 20
City of Madison/Madison Township Taxing District - 1998 Rates by Tax Unit



Source: Indiana State Board of Tax Commissioners; Center for Urban Policy and the Environment

Summary

In comparison with the selected cities, Madison appears to be in an enviable tax base position. The high per capita share of assessed value permits the city to provide a high level of public services and infrastructure without placing undue burdens on its taxpayers. As Madison changes and grows, civic leaders should consider the effect of changes in land use on its tax base position. Careful attention should

be paid to the mix of residential versus commercial, industrial, and agricultural land. Annual measures of the change in assessed value per capita, levy per capita, and share of personal property will provide civic leaders with the ability to make more informed policy decisions and proactively take actions to assure that Madison maintains a healthy tax base. The community's ability to continue to provide more services at a low tax rate is dependent upon its ability to manage future growth.

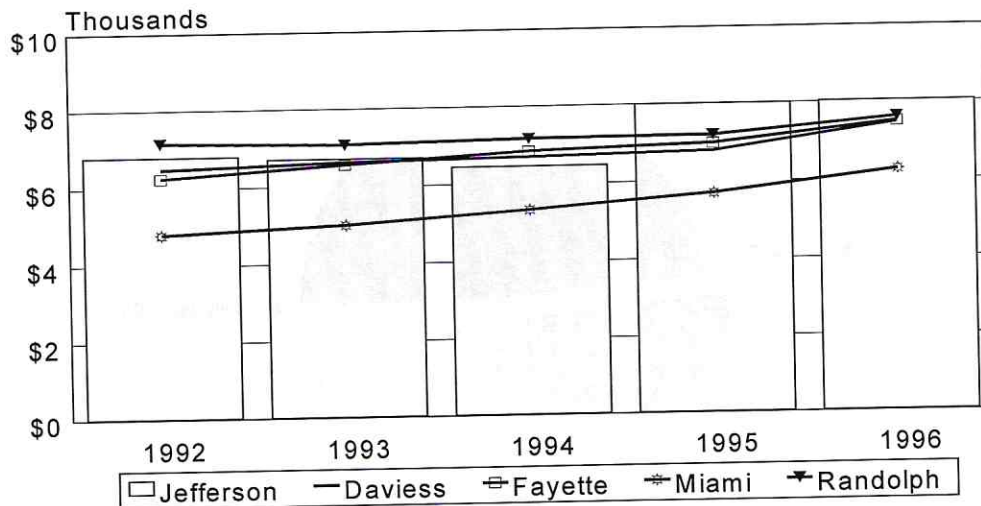
Jefferson County

Assessed Value per Capita

In Indiana, the assessed value of property is an estimate of the appraised cost to replace the property rather than its market value. Assessed value includes the appraised value of all land, the replacement cost of all structures, as well as the machines, equipment, and inventory of businesses. Net taxable assessed value excludes all voluntary and mandated tax exemptions, including tax abatements and tax increment financing districts (voluntary) as well as government facilities, not-for-profit organizations, and homeowner credits (mandatory). The net taxable assessed value is the total amount available to the local taxing units to generate property tax revenue.

Figure 11 displays the amount of net assessed value per capita in Jefferson County and the four counties selected for comparison. A per capita measure is used to allow for the different populations of the counties. While experiencing a slight decline in assessed value per capita between 1992 and 1994, by 1995 Jefferson County had the highest assessed value per capita of any of the selected counties. As a county with high assessed value per capita, county officials have the pleasant option of determining the correct level of services without the constraints of a low tax base.

Chart 21
Jefferson County Net Assessed Value per Capita



Source: Indiana State Board of Tax Commissioners; Center for Urban Policy and the Environment

Personal Property

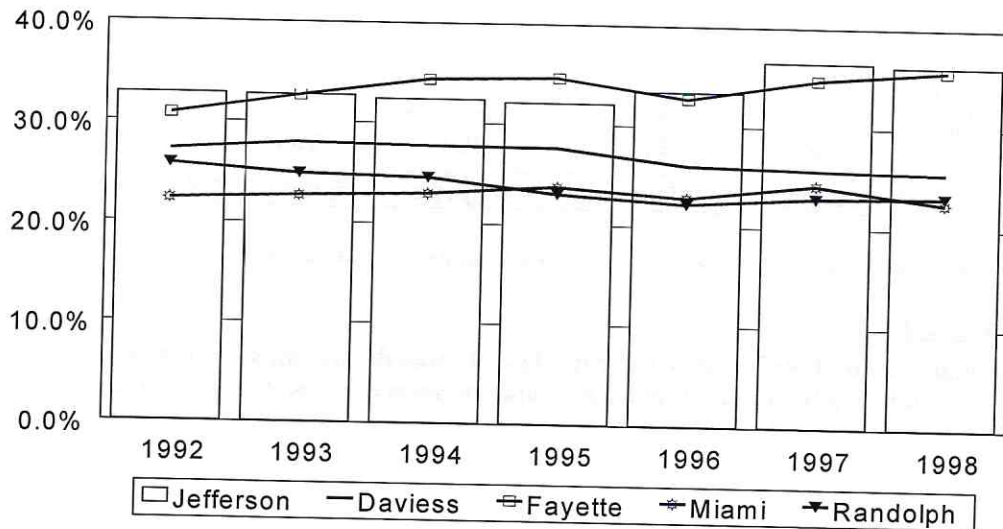
The share of personal property assessed value in a community provides a reasonable indicator of the amount of non-residential taxable property in the community. While either business or residents may own real property, personal property consists of business machinery, equipment, and inventory owned by business. The portion of personal property in a community provides a conservative estimate of the

relative portion of property taxes paid by business. This is important because it is generally accepted that businesses pay more in taxes than they receive in services.

As shown in Figure 12, Jefferson County has consistently had one of the two highest shares of personal property of the selected counties. This high share of personal property likely means that county officials have some leeway or cushion when considering additional expenditures for services or infrastructure. Coupled with the high assessed value per capita it appears that Jefferson County is in a better position than the four comparison counties to address any increased costs associated with change or growth.

Chart 22

Jefferson County Personal Property as a Share of Net Assessed Value

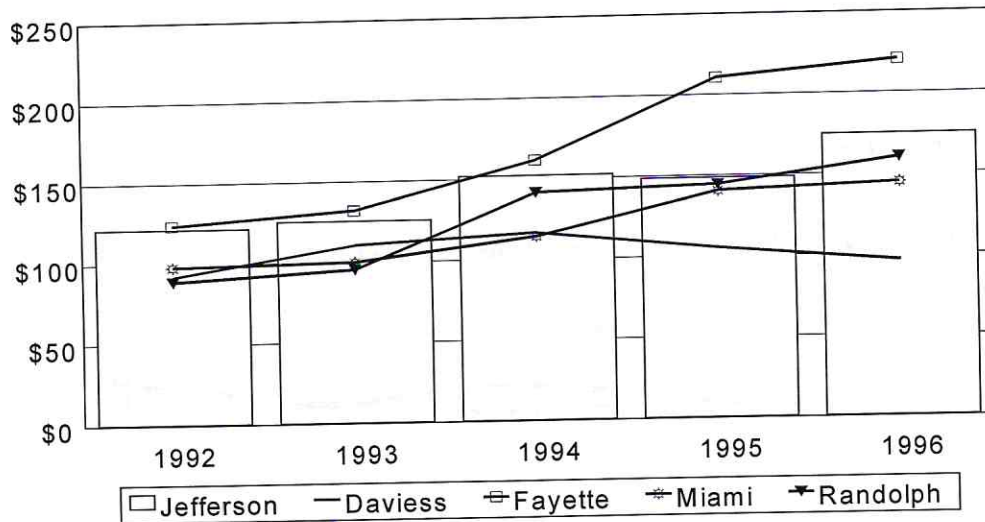


Source: Indiana State Board of Tax Commissioners; Center for Urban Policy and the Environment

Levy per Capita

The property tax levy represents the amount of property tax dollars expected to be collected by the taxing unit, in this case Jefferson County. As displayed in Figure 13, Jefferson County has consistently the second highest levy per capita measures of the five selected counties.

Chart 23
Jefferson County Levy per Capita

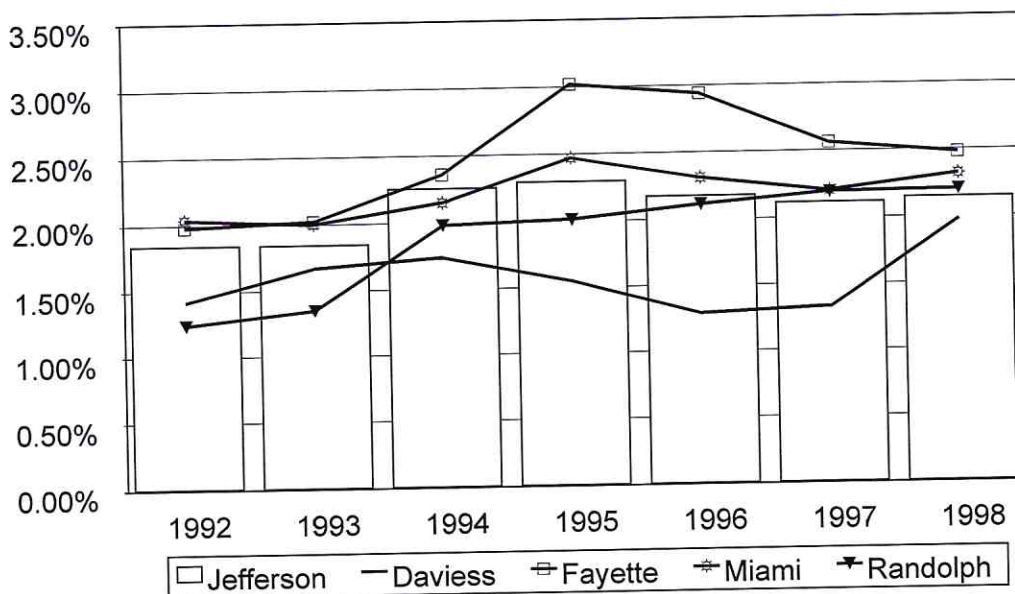


Source: Indiana State Board of Tax Commissioners; Center for Urban Policy and the Environment

Property Tax Rate

As shown in Figure 14, by 1998 Jefferson County's tax rate was the second lowest of the five counties. Thus Jefferson County has the second highest levy and the second lowest tax rate. This coincidence graphically displays the advantage of a sound tax base (as measured by assessed value per capita). The high level of assessed value permits the delivery of a high level of services (levy per capita) at a low cost (tax rate). The sound tax base and the low tax rate likely means that Jefferson County is well positioned to address additional service and infrastructure demands arising from new growth.

Chart 24
Jefferson County Tax Rate



Source: Indiana State Board of Tax Commissioners; Center for Urban Policy and the Environment

Summary

In comparison with the selected counties, Jefferson County appears to be in a very sound tax base position. The low tax rate coupled with high level of service and tax base places Jefferson County officials in an advantageous position. Any changes occurring in the county should be evaluated in terms of how they will affect the current position. While a slight decline in tax base position might be acceptable, attention should be paid to the mix of residential versus commercial, industrial, and agricultural land. Annual measures of the change in assessed value per capita, levy per capita, and share of personal property will provide county leaders with the ability to make more informed policy decisions and proactively take actions to assure that Jefferson County maintains its healthy tax base.

Chapter 3: Looking Toward the Future

To undertake this comprehensive plan, a process was developed to facilitate public involvement and develop the policies that will guide growth and development over the next twenty years. The public input into the planning process is important in providing a clear picture of the public's opinion on a variety of issues.

As shown in Figure 4, Comprehensive Plan Process, eight steps were used to develop the comprehensive plan. Also shown in the figure, citizen participation was used in many areas of this process. The citizen participation took many forms including a steering committee that oversaw the development of the plan, citizen input meetings, workshops, and key person interviews. This chapter will explain the planning process, the results of each step and how the public played a role in the shaping of this plan.

Step 1: Project Initiation/Comprehensive Plan Steering Committee

The first step in this process was to start the project. This included creating a Comprehensive Plan Steering Committee to provide continual guidance and input into the preparation of the plan. The Committee was an essential part of the planning process in the creation of this plan. The Committee members represented a broad cross section of the community selected to act as a sounding board for issues and reflect the responses of all groups in the community. During the process, there were several meetings where committee input was needed. The meetings were held in a workshop format to ensure insight from every member.

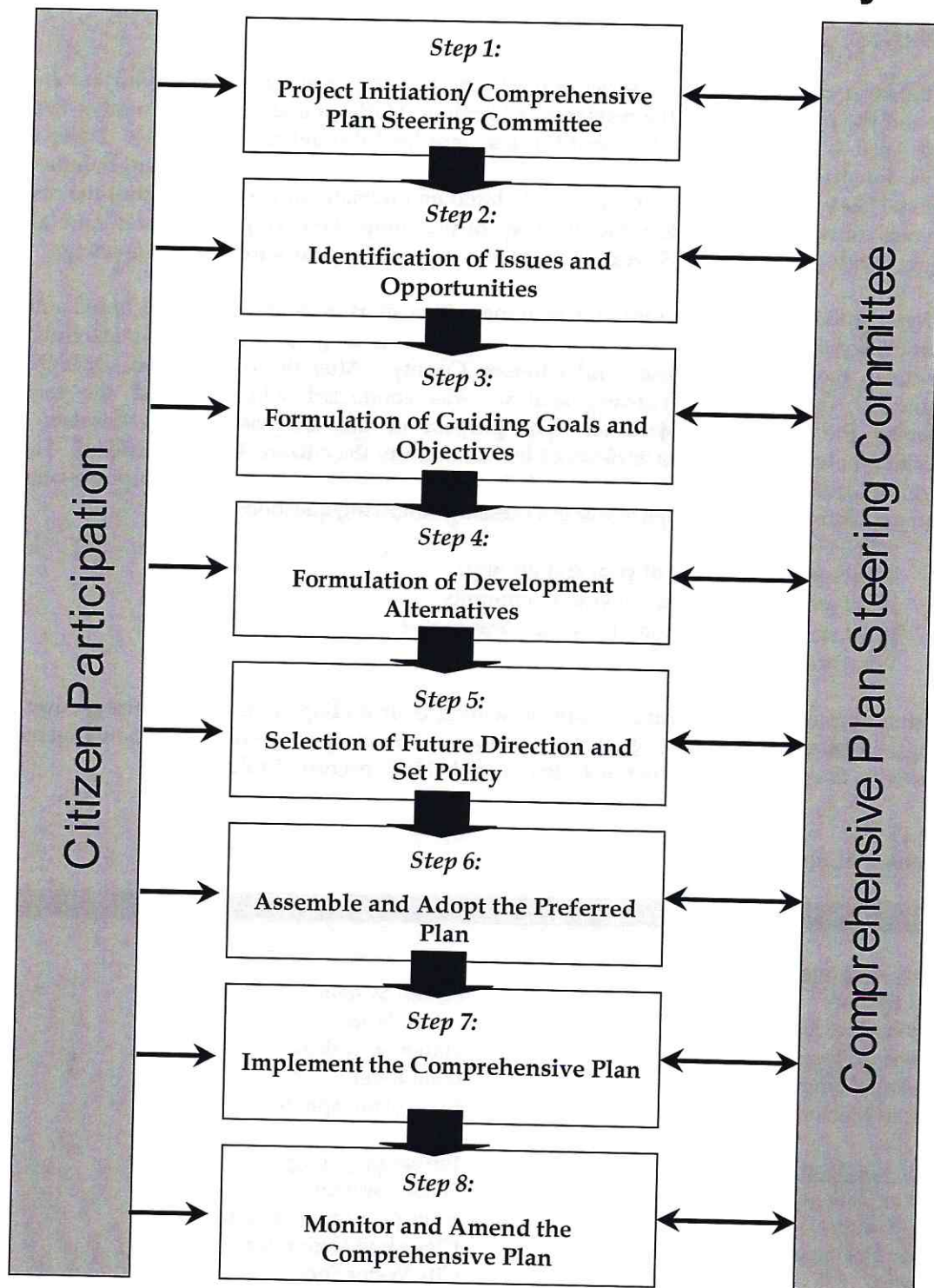
Step 2: Identification of Issues and Opportunities

The second step of the process was to determine the strengths, weaknesses, opportunities and threats of Hanover, Madison and Jefferson County. To accomplish this many different techniques were used. The first phase of this step entails researching background information including reading through all municipal reports and documents pertaining to this plan, researching demographic and market information. This information is then analyzed to determine significant trends that will influence future development. Also as part of this phase is the projection of demographic and employment statistics. The results of this first step is what is summarized in the first couple of chapters of this plan.

The next phase of this step was input from a variety of sources including the steering committee, key persons in the community and the public. The demographic and market information that was gathered was presented to the steering committee for their information and input into some of the trends. From this meeting, the committee discussed issues that should be addressed in the plan.

To gain insight into some of the issues of particular groups, several key person interviews were conducted. These interviews were face-to-face meetings conducted by the consultant. The persons selected for these interviews represented particular interests in the community as well as had broad knowledge about planning issues in the different jurisdictions. The people involved in the interviews

Comprehensive Planning Process for Hanover, Madison and Jefferson County



included: Hanover Economic Development Committee; David Varble – Hanover Parks and Recreation Department; Dave Munier – Madison Parks and Recreation Department; Al Huntington – City of Madison Mayor; Jefferson County Plan Commission; John Galvin – Historic Madison, Inc.; MIDCOR Board of Directors; Chamber of Commerce; Jefferson County Commissioners; Dolores Jackson and Dave Adams. Their comments provided positive opinions about the communities and a positive attitude for the future.

After the key person interviews, a series of public input forums were conducted to further understand the issues and the perspectives of the residents of Hanover, Madison and Jefferson County. Between March 23 and April 1, 1998, eight public input forums were held throughout the county. These forums were held in downtown Madison, Hanover, Rykers Ridge, Deputy, Dupont, Canaan, Saluda, and hilltop Madison. The purpose of these forums was to build an understanding of what issues the comprehensive plan must consider and to determine the goals of the comprehensive plans. Attendance at the forums was good, with an average of 25 area residents playing a participatory role at each meeting.

Each forum followed the same format, beginning with a short presentation that included a description of the comprehensive planning process and an illustration of demographic and economic trends in the Town of Hanover, the City of Madison, and Jefferson County. After the presentation, a SWOT (Strengths, Weaknesses, Opportunities, Threats) analysis was conducted which became the foundation for developing the goals and objectives. The purpose of this analysis was to stimulate constructive conversation about which characteristics of the community the citizens liked or disliked. The issues that emerge are critical to forming which variables this comprehensive planning process considers. The participants formed small groups to discuss these the following questions in detail.

- What are the strengths of your community?
- What are the weaknesses of your community?
- What are the opportunities for your community?
- What are the threats to your community?

Each small group was then charged with presenting their findings to the rest of the groups. From their findings, a consensus on many issues was formed. A summary of the most commonly mentioned issues discussed in the public forum are illustrated in Table 11, Consensus Tables.

Table 11
Consensus Tables

What are the *STRENGTHS* of your community?

All Jurisdictions

School System
Volunteer Fire Department
Hanover College
Close-knit Community
Access to Metropolitan Areas

City of Madison

Hanover College
Scenic Beauty
Historic Heritage
Ivy Tech
Quality of Life
Low Crime Rate

Town of Hanover

School System
Local Parks
Hanover College
Ohio River
Rural Atmosphere

Jefferson County

School System
Volunteer Fire Departments
Close-knit Community
City Water Service
Access to Metropolitan Areas
Rural Atmosphere

What are the *WEAKNESSES* of your community?

All Jurisdictions

Condition of Roads
Utilities (water, sewer)
Lack of Interstate Connection
Bridge Across Ohio River
Enforcement of Existing Laws

Town of Hanover

Utilities (water, sewer)
Low Tax Base
Condition of Roads
Lack of Industry in Town
Lack of County Tax
No comprehensive plan
Qualifications of Workforce

City of Madison

Public Transportation
Bridge Across Ohio River
Conditions of Roads
Lack of an Interstate Connection
Lack of a Marina

Jefferson County

Condition of Roads
Utilities (water, sewer)
Enforcement of Existing Laws
Lack of Interstate Connection
Activities for Youth

What *OPPORTUNITIES* are available to your community?

All Jurisdictions

Room for Development
Tourism
Jefferson Proving Ground
Hanover College
Recreation Opportunities

Town of Hanover

Hanover College
Room for Development
Bedroom Community to Louisville
Availability of Grant Money

City of Madison

Jefferson Proving Ground
Lodging/Convention Center
Ohio River
Bridge Across Ohio River
Intergovernmental Coordination
Industrial Development
Tourism

Jefferson County

Room for Development
Tourism
Recreation Opportunities
Marble Hill Site
Access to Higher Education

What are the *THREATS* to your community?

All Jurisdictions

Lack of Land Use Controls (Zoning)
Confined Feeding Operations
Unplanned growth
Youth are Leaving the Area
Loss of Agricultural Land
Over-regulation of Land Uses

Town of Hanover

Substance Abuse
Unqualified Workforce
Confined Feeding Operations
Unplanned Growth
Lack of Interest by Public

City of Madison

Lack of Land Use Controls (Zoning)
Youth are Leaving the Area
Substance Abuse
Teen Pregnancy
Lack of Enforcement
Confined Feeding Operations
Unplanned Growth

Jefferson County

Lack of Land Use Controls (Zoning)
Confined Feeding Operations
Unplanned Growth
Over-regulation of Land Uses
School Consolidation
Loss of Agricultural Land

Step 3: Formulation of Guiding Goals and Objectives

After the public forums were completed the guiding goals and objectives were developed and submitted to the steering committee for approval. The goals and objectives are the fundamental elements of this comprehensive plan. They provide the framework to direct development through recommendations made by the staff and various development boards and policy decisions made by the Town and City Councils and County Commissioners. The goals and objectives are the most useful tool in directing future policy decisions on more precise elements of the plan. Goals are statements expressing abstract values. They are an ideal condition or outcome to be sought. Since they are impossible to measure, they primarily reflect the desires of a community for its future. Objectives are more specific rules and guidelines that generally represent an expanded description of a particular aspect of a goal or a more precise desired outcome. They also include policies or course of action to bring about the goals. The guiding goals and objectives of this comprehensive plan are as follows:

Manage Growth

- preserve rural/agricultural character
- enforce growth management regulations
- regulate the potential proliferation of Confined Feeding Operations (CFO's)
- maintain the high quality of life enjoyed by most residents

Enhance Economic Development

- maintain/attract back youth through increased employment opportunities
- continue to expand tax base
- attract higher paying jobs
- capitalize/expand on unique economic development opportunities
 - Jefferson Proving Grounds
 - tourism
- improve transportation accessibility for economic development purposes
 - new bridge over Ohio River
 - improve access to interstates

Preserve Icons of Jefferson County, City of Madison and Town of Hanover Identity

- neighborhood/community schools
- volunteer fire departments
- religious facilities
- Hanover College
- recreational opportunities (parks, hunting, fishing etc.)
- scenic vistas of Ohio River
- scenic hillsides, woodlands of the county, rolling farmland

Step 4: Formulation of Development Alternatives

After the approval of the guiding goals and objectives, three growth scenarios were developed based on the input that was received from county residents and various discussions with the comprehensive plan Steering Committee. Each of the three alternatives forecasted different levels of growth and development for Jefferson County. The three alternative were presented to the steering committee and then to the public in three separate meetings in different portions of the county including Hanover, Madison and Dupont. At the end of each meeting, the citizens were asked to pick the two alternatives that best represented the growth of the county. The two alternatives pick would be refined in further detail. The three development alternatives are summarized below.

Alternative A – Managed Growth

As shown in Figure 5, Alternative A – Managed Growth is a low density scenario with aggressive growth occurring primarily along state highways. The growth is shaped by existing development patterns that have formed throughout the county.

The land uses projected for Hanover for the areas of employment and residential uses exceeds the projections for future growth to the year 2000. The development for Hanover capitalizes on the Ohio River and the rural atmosphere of the area. It provides areas for industrial uses and structures growth within the Hanover jurisdictional area. On the west side of town there is a large area for industrial employment. Residential uses occur in a linear fashion along Highway 256 and south along the hilltop overlooking the Ohio River. More than half of the land within the planning jurisdiction remains agriculture.

The land uses projected for Madison provide for more area for employment and residential uses than the projected growth for the area. This alternative protects the scenic quality of the downtown area and hillsides. It provides areas for industrial development that takes advantage of infrastructure and similar land uses while structuring future growth. Alternative A expands the employment area along Clifty Drive to the east and north and expands the employment area on Highway 62 to the east. Residential growth radiates out along state highways.

More than ample land is provided for employment and residential uses for Jefferson County in this alternative. This alternative focuses community improvements in existing rural communities, conserves recreation opportunities in the east side of the county, utilizes the Jefferson Proving Ground and Marble Hill sites, and plans growth in the county. It accomplishes this by providing industrial expansion at Jefferson Proving Ground and Marble Hill, expanding the residential areas in Jefferson Proving Ground, along state highways, and in rural communities and provides protection for the rugged hillsides on the east side of the county.

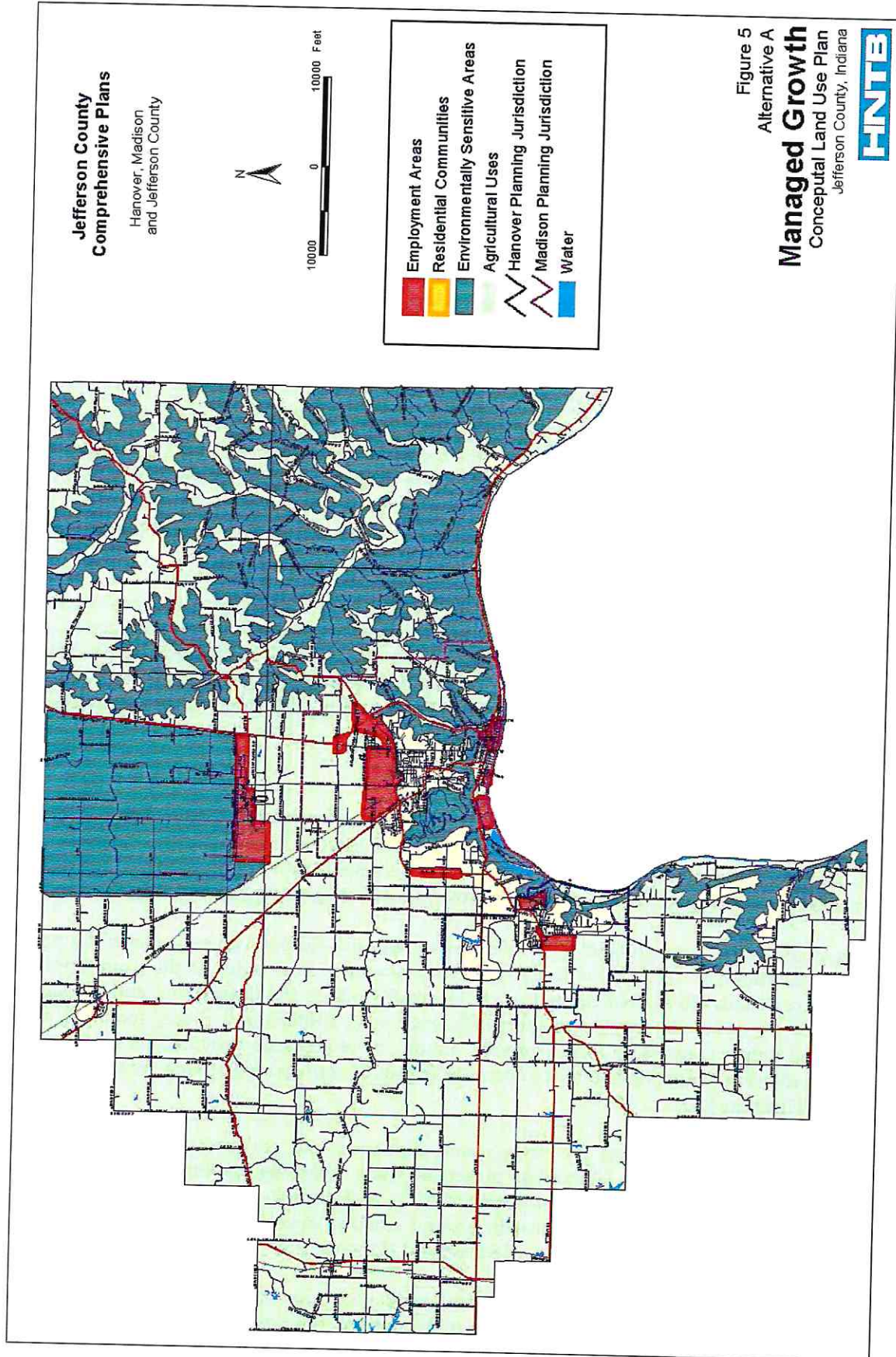


Figure 5
Alternative A

Alternative B – Commuter Residential

Alternative B – Commuter Residential, shown in Figure 6, assumes less aggressive growth than Alternative A with the employment area expansion occurring only at Jefferson Proving Ground, Marble Hill, and Hanover. The growth is based upon expansion of existing businesses away from the current urbanized area so that residential growth occurs along county highways and hilltops overlooking the Ohio River. This residential growth will capture a larger share of commuters travelling to Louisville.

In this alternative for Hanover, more industrial land was provided than was anticipated in future projections. The capture of residential uses was also greater than projected. Greater loss of agricultural land occurs under this alternative than with the other alternative. The focus for this alternative for Hanover was to capitalize on the Ohio River and the rural atmosphere of the community and provide for increased employment in the town, capturing commuters to Louisville, and anticipating the location of future growth activities. This alternative provides for a large area southwest of the town for future industrial uses with residential development occurring in limited area around the existing town. This alternative also focuses new residential growth along Highway 256 and the hilltops overlooking the Ohio River.

For Madison, this alternative takes advantage of the scenic beauty of the city and focuses on residential quality of life, increasing tourism, and organizing future growth. This is accomplished by promoting Madison as a residential community with little employment area growth within the city's planning jurisdiction. Therefore, an abundance of land projected for residential uses at the loss of agricultural uses near the city.

Residential uses with access to metropolitan areas and a rural atmosphere are advanced by this alternative for Jefferson County. This alternative establishes two major employment nodes, Jefferson Proving Ground and Marble Hill that provide more land than is required by the projections. The same is true of the residential uses. Residential growth is proposed to occur along rural highways to acknowledge existing growth patterns and also overlook the Ohio River to lure commuters from Louisville and take advantage of the amenity of Hardy Lake.

Alternative C – Aggressive Growth Employment

Figure 7, shows the proposed land uses for Alternative C – Aggressive Employment Growth. This alternative has a bias for farm protection and slow, stable growth in the county. Jefferson Proving Ground, Madison, and Hanover provide areas for employment growth along state highways. This alternative also promotes high travel speed on highways connecting to metropolitan areas.

This alternative projects enough land for employment areas and residential uses to meet the projections for the Town of Hanover. The reason for the minimal amount of land is due to the strong protection of agricultural uses. This alternative capitalizes on Hanover College, the Ohio River, and the small town atmosphere of Hanover. It provides a more efficient use of utilities and roads, room for industrial expansion, and tighter controls on future growth. Employment areas are provided for on the southwest side of town while residential development occurs to the south of town overlooking the Ohio River and in a node along Highway 256.

For Madison, the land projections for employment expansion and residential uses closely meets the projections for this area. This alternative preserves scenic character by limiting sprawl. It keeps transportation links to interstates clear, focuses on tourism, and strongly plans future growth to maximize infrastructure investments. It centers growth around existing developed areas with new residential development occurring in the area between Madison and Hanover.

This alternative allows for employment areas and residential uses while protecting the farmland in Jefferson County. This alternative reinforces the rural communities and rural atmosphere of the county

by maximizing infrastructure investments and keeping highways operating at high travel speeds. It strongly controls where development occurs to preserve agricultural land and limits residential development in the county to rural communities. The presence of agricultural uses dominates the county landscape with some residential areas provided for in the southwestern portion of the county to capture commuters to Louisville. Jefferson Proving Ground supplies land for future industrial growth.

Agricultural Workshop Forum

After presenting these alternatives to the public, several discussions occurred about the preservation of agricultural areas. To continue discussion and determine a possible solution, an agricultural workshop forum was conducted. The steering committee determined that the solutions that came from this forum would be proposed in the two detailed land use alternatives.

This workshop was facilitated by Tom Daniels, Ph.D., a national agricultural preservation figure with more than twenty representatives of the farming community. Participants were invited through invitation only and were selected to represent all segments of the agricultural community based upon selected criteria including range of interest, size of farm, type of farm, type of crops grown and geographic distribution.

During the discussion, three agricultural preservation techniques most appropriate for Jefferson County were identified including the purchase of conservation easements, the creation of urban growth boundaries, or the establishment of agricultural zoning districts.

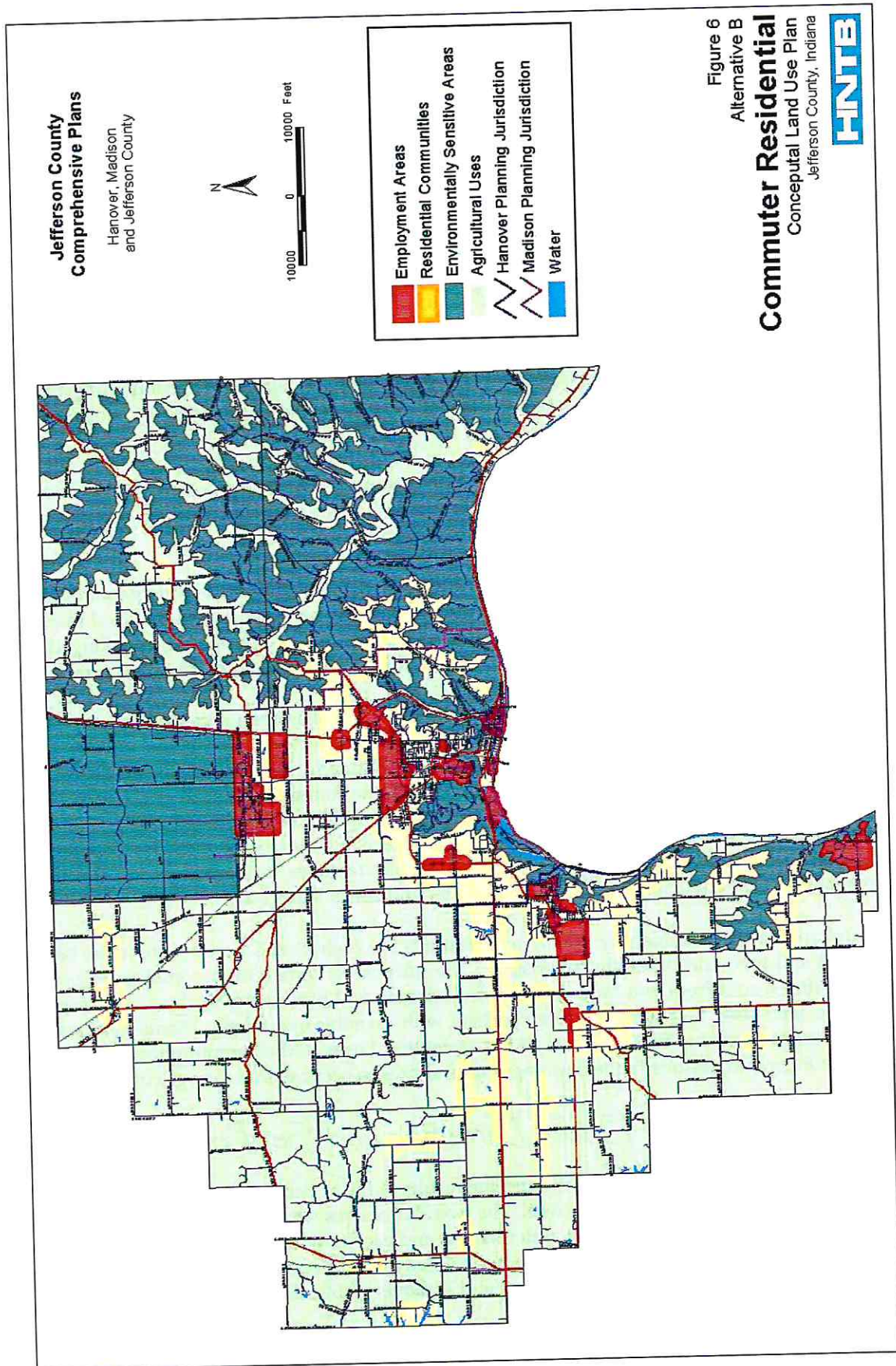
The purchase of conservation easements involves the buying of the development potential of a property and protecting that property from future development by placing an easement on the deed that prohibits non-agricultural uses. The cost of the conservation easement can be determined by taking the market value of the property and subtracting the value of the land when restricted only to agricultural uses.

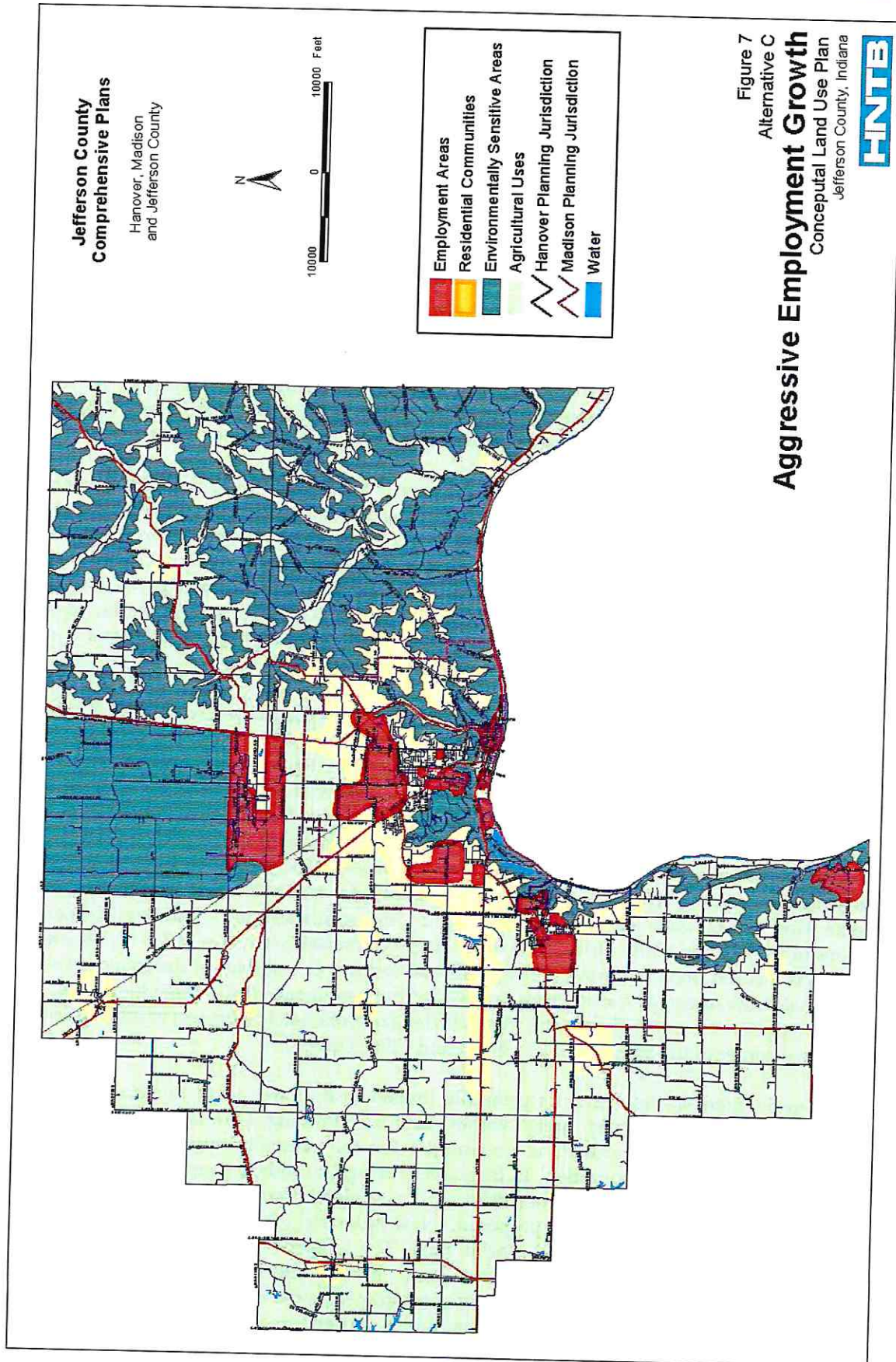
Urban growth boundaries establish a development limit line around urban areas to contain the outward spread of the city or town. Non-agricultural development is focused within the growth boundary. Development outside of the growth boundary is severely limited. By focusing development in urban areas, this technique maximizes the use of public services in the communities such as sewer, water, roads, and police and fire protection while minimizing the incompatibility of residential and agricultural uses. This focus keeps the cost of providing public services lower than a more sprawling development pattern. Similar to an urban growth boundary, an adequate public facilities ordinance directs the location of development to where municipal services such as water and sewer service are available.

Agricultural zoning districts identify where agriculture is the highest and best use for areas based upon the prevalent soil type and other characteristics. The purpose of agricultural zoning is to protect high quality agricultural soils from non-farm development, to map and protect a critical mass of farmland, and to discourage land uses that would create conflicts with farming operations. Some communities use exclusive agricultural zoning that prohibits all but agricultural uses. Other communities use nonexclusive agricultural zoning that permits limited non-agricultural uses to occur within the agricultural districts.

Step 5: Selection of Future Direction and Set Policy

Based on the steering committee, the public and the results of the agricultural workshop forum, the three alternatives were refined into two alternatives. The two alternatives were a combination of the managed growth scenario and the aggressive growth scenario and each new alternative displayed a different technique to preserve agriculture land. The two refined alternatives were presented to the steering committee and were on display at the Madison and Hanover public libraries and the Jefferson County





Courthouse. At the end of the meeting, the steering committee was asked to pick the alternative that would be the Proposed Land Use Plan that will guide the growth of Hanover, Madison and Jefferson County. The two refined development alternatives are summarized below.

Alternative One – Focused Development

Alternative One – Focused Development, shown in Figure 8, is characterized by development focused into specific areas throughout the county. The majority of new growth is focused in the Hanover/Madison area. Mixed use development will occur within the contonement area of Jefferson Proving Grounds. The Marble Hill site will develop industrially. The three rural communities of Deputy, Dupont, and Canaan will see mild residential growth along with convenience commercial uses.

In this alternative, residential uses increase by 3,024 acres, commercial uses increase by 238 acres, industrial uses increase by 2,224 acres, and office uses increase by 620 acres. In order to preserve agricultural uses, the growth of non-agricultural uses is limited to areas outside Hanover, Madison, Deputy, Dupont and Canaan through the use of urban growth boundaries. The growth boundaries denote where development at urban densities can occur. Outside the growth boundary, development is limited by the lack of services and an increased minimum lot size.

In Hanover, new residential development is located primarily to the north and south of the existing town. The development to the north extends in a band around the existing residential uses and stretches north along CR 440 W to SR 256. Residential development south of town occurs primarily as infill development between existing residential uses and wooded hillsides. Approximately 20 acres of new industrial development is located on the south side of SR 56. This location takes advantage of available land, utilities, and transportation access. New commercial development is proposed on the far west side of town along SR 56, adjacent to the proposed industrial uses. Most of the existing woodlands are preserved in this alternative to retain Hanover's identity as a rural, riverview town.

New residential development for Madison in this alternative is focused to the west of SR 7. Residential growth follows SR 62 west and south down into Hanover's planning jurisdiction. The majority of the new residential development occurs between SR 62 and Clifty Falls State Park. Another large swath of development occurs on the north side of SR 256 heading west from the intersection with SR 62. New industrial development is focused north of existing industrial uses located between SR 7 and US 421. Approximately 350 acres of new industrial growth is provided in the alternative. This growth is intended to capture the expansion of existing businesses and businesses that grow too large to remain in the business incubator building. New commercial development is focused at two key intersections in the city. First, some land is set aside for commercial uses at the southeast and southwest corners of the intersections of US 421 and Clifty Drive. The other targeted intersection is that of US 62, SR 256, and SR 56. This area is focused upon the provision of goods and services to residents of the proposed residential areas and to take advantage of traffic levels created by the confluence of the three highways. Existing woodlands are preserved in this alternative. A small area (approximately 22 acres) of office uses is shown on the northeast corner of the intersection of US 421 and Clifty Drive.

Residential development in the county is primarily limited to the three rural communities of Deputy, Dupont, and Canaan and limited areas within Jefferson Proving Ground. Within these rural communities, some residential growth is encouraged for the reestablishment of some convenience commercial uses within the communities. In Jefferson Proving Grounds, a proposed commercial node is centered around the existing residential horseshoe and a residential area containing a mixture of single family and multifamily dwelling units is proposed. New industrial development will be focused in two locations: Jefferson Proving Grounds and Marble Hill. The Jefferson Proving Grounds provides for a mixture of land uses that support and industrial base. Marble Hill is proposed to be used only for industrial uses. New limited commercial nodes are encouraged in the three rural communities as a way of returning some lost conveniences to these communities. Approximately 50 acres of commercial land

has been identified in Jefferson Proving Grounds to provide a center to that development. It is anticipated that the largest amount of commercial development will remain along Clifty Drive in hilltop Madison. A significant amount of office space (approximately 600 acres) has been provided in the design of Jefferson Proving Grounds. This area is intended to set aside parcels of land large enough to attract the headquarters of a national company.

Alternative Two – Connective Development

Alternative Two – Connective Development, shown in Figure 9, is characterized by development that is concentrated around Hanover and Madison. In this alternative, future development connects Hanover, Madison, and Jefferson Proving Grounds along major roadways. While most of the new growth is focused in the Hanover/Madison area, the Jefferson Proving Grounds provides some mixed use development centered around the intersection of US 421 and SR 250. The Marble Hill site will develop industrially. The three rural communities of Deputy, Dupont, and Canaan will see mild residential growth along with convenience commercial uses.

In this alternative, residential uses increase by 4,777 acres, commercial uses increase by 605 acres, industrial uses increase by 3,110 acres, and office uses increase by 592 acres. In order to preserve farmland, a three-tier agricultural zoning system is used. The zone surrounding urban areas allows uses more compatible with nonagricultural residents and limits the number of farm animals. The second agricultural district covers most of the county. Traditional agricultural uses are permitted except for confined feeding operations. The third zone is located immediately west of the Jefferson Proving Grounds and east of Deputy. This district is intended to provide locations for very industrial agricultural uses such as confined feeding operations.

In Hanover, new residential development is primarily focused northwest of the town and south of the town along the ridgetops overlooking the Ohio River. Residential development is also shown northwest of SR 256 and Grange Hall Road adjacent to County Estates. New industrial development occurs near the west entrance to the town along SR 56. This expansion illustrates a minor expansion of the current industrial uses in the area. This location could accommodate the expansion of a larger industrial park if a compatible business is seeking a small town setting. New commercial development also occurs near the west entrance to the town along SR 56. This location could accommodate the expansion of a larger retail center if a business was seeking to settle within Hanover. This alternative also indicates the dedication of some park land within the southern area of residential growth. As with the Focused Development alternative, existing woodlands are preserved to the greatest extent possible.

Due to the connected developments shown in this alternative, Madison faces the largest proportion of residential growth. This growth occurs along SR 256 east of Grange Hall Road; immediately west of Clifty Falls State Park, and along the entire eastern border of the City of Madison planning jurisdiction. New industrial development is shown as a northern extension of the existing industrial uses located northeast of the intersection of SR 7 and Clifty Drive. Additionally, 144 acres of industrial land is identified on the south side of SR 56 near the County Fairgrounds. New commercial development is focused in two locations. The first is at the intersection of US 421 and Clifty Drive. The second major commercial area is located at the intersection of SR 56, SR 256, and SR 62. This location has the opportunity to develop in a manner that provides a combination of convenience and destination commercial uses mixed with other types of land uses. This alternative provides for the dedication of some park land near the mixed uses at the intersection of SR 56, SR 256, and SR 62. As with the Focused Development alternative, existing woodlands are preserved to the greatest extent possible.

In Jefferson County, new development is directed to the three rural communities of Deputy, Dupont, and Canaan. A larger residential node is also shown at the entrance to Jefferson Proving Grounds. In order to reserve the majority of the containment area for industrial uses, the center of a mixture of land uses was placed at the intersection of US 421 and SR 250. A band of multifamily residential and a larger area of

Jefferson County
Comprehensive Plans

Hanover, Madison
and Jefferson County



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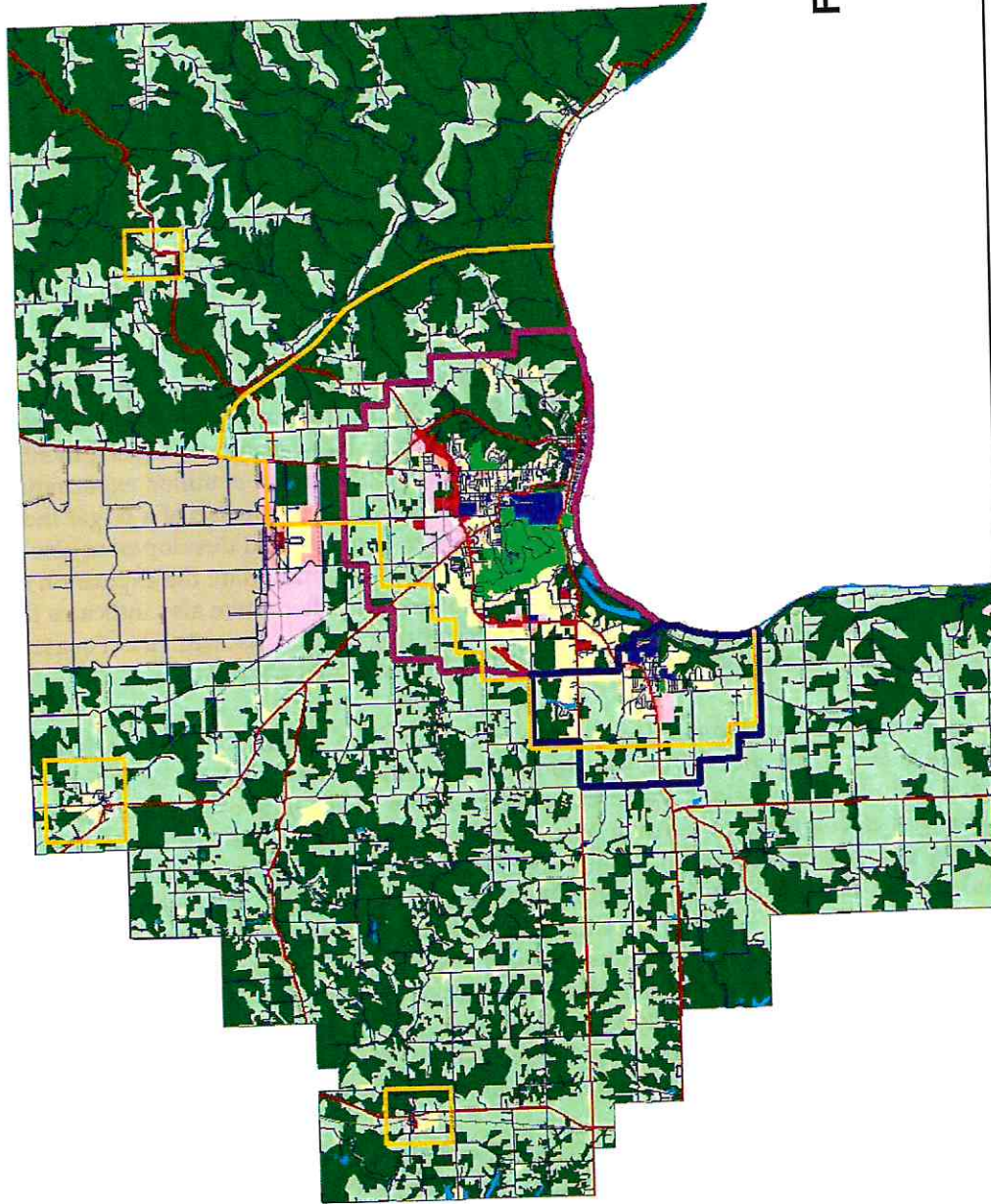
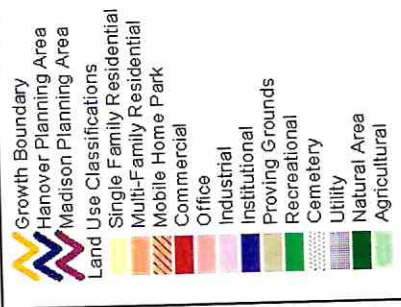


Figure 8

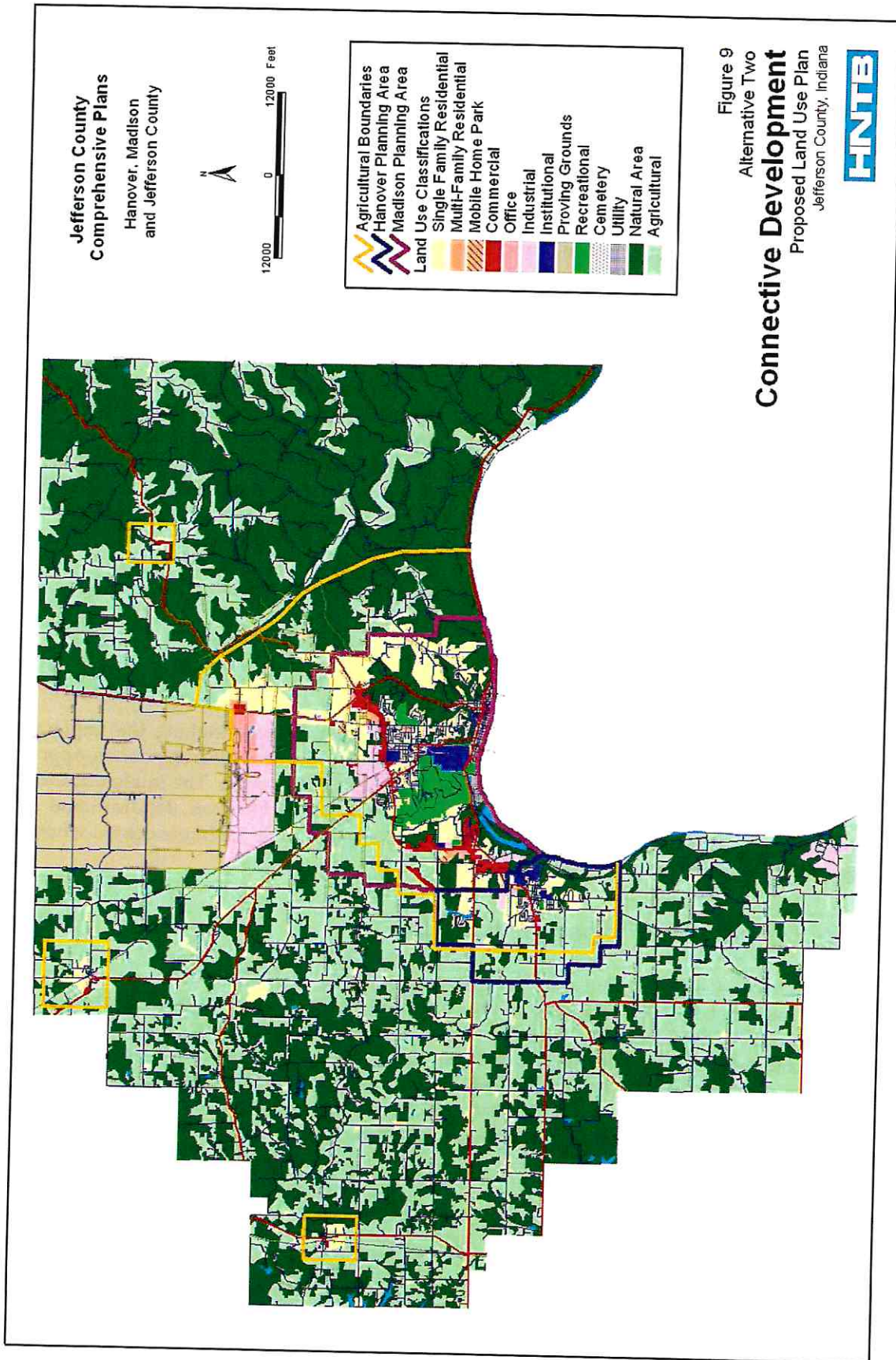
Alternative One

Focused Development

Proposed Land Use Plan

Jefferson County, Indiana





single family residential uses wraps around a commercial node. This residential area flanks US 421 south into Madison. New industrial development occurs primarily at the Jefferson Proving Grounds. In this alternative, nearly 2,400 acres of the Proving Grounds is identified for industrial uses. Another 461 acres of industrial ground is provided at Marble Hill. Some smaller industrial areas are noted in the towns of Deputy and Dupont. Most of the new commercial development occurs within the City of Madison. However, a sizable commercial node is identified at the intersection of US 421 and SR 250. Smaller convenience commercial sites are shown in Deputy, Dupont, and Canaan to encourage the return of some small-scale retail establishments to serve the local population. Over 500 acres of land is shown for office uses on the eastern portion of Jefferson Proving Ground. Acknowledging their importance in creating the feel of Jefferson County, existing woodlands are preserved as much as possible.

Step 6: Assemble and Adopt the Comprehensive Plan

At the end of the last step, the public and steering committee selected the final plan and provided guidance on the policies of the plan. This step is the physical assembly of the plan and the adoption by the Town and City Councils and the County Commissioners. Over the last five steps, the foundation of the plan was created. This foundation is turned into words that will elicit the draft of the comprehensive plan. The draft incorporated all the background information gathered, lists the goals, objectives, policies and implementation measures decided on, the proposed land use map and provides recommendations on implementing the plan. After the draft is reviewed by the steering committee and public, the plan is presented at a public hearing held by the Plan Commissions. At this time, Hanover, Madison and Jefferson County will forward a recommendation to the Town Council, City Council and County Commissioners, respectively. The City and Town Councils and the County Commissioners will then adopt the plan.

Step 7: Implement the Comprehensive Plan

After the plan has been adopted, the plan will be implemented by undertaking the implementation measures the plan sets forth. Most of these implementation measures will occur when opportunities arise. Not all of the implementation measures will be accomplished at once. The implementation of the policies and measure should be considered as the annual budgets of Hanover, Madison and Jefferson County are prepared. The policies and implementation measures should be implemented when staffing and budget resources permit.

Step 8: Monitor and Amend the Plan

The goals, objectives, policies, implementation measures and proposed land use map should be reviewed regularly to ensure that they are reflective of the community's desires and values. Such review should take place at the end of the fiscal year. A public hearing should be scheduled to gain public input. Such a review will consider whether the goals and objectives are still appropriate, what policies and implementation measures should be emphasized in the coming year, what changes need to be made to the land use map to keep it current, and what external changes require a change in implementation action. This review should be a joint review between Hanover, Madison and Jefferson County.

Chapter 4: Our Community in the Future

The comprehensive plan is intended to be a vehicle for change. Simply stated, residents envision that they will shape the future of their community rather than outside forces shaping the community. Jefferson County still possesses a friendly, rural atmosphere that residents want to protect for the enjoyment of future generations. Therefore, emphasis must be placed on ways residents can apply local control to advance community values and translate them to physical forms. In recognition of the importance of retaining the characteristics that make each community within Jefferson County a special place, the comprehensive plan and the conduct of community affairs must be strongly oriented toward protecting the rural atmosphere and managing the manmade environment. Doing this ensures that future growth occurs only in a manner that is consistent with local community values.

The comprehensive plan presents a management program for the community's future that has resulted from extensive community involvement. The efforts of numerous citizen meetings provided valuable input. The comprehensive plan also represents a multi-agency approach that recognizes the interrelationships between services, land use, and environmental management decisions. It provides concrete programs and an action agenda for each jurisdiction to follow in achieving its vision that is expressed in the dominant themes of managing growth, enhancing economic development, and preserving the icons of local identity. These dominant themes shape the goals, objectives, and policies in the remainder of the plan. This connection provides further connection to ensure consistency between comprehensive plan elements and strengthening each element's ability to obtain goals on behalf of the public interest.

Land Use

The communities within Jefferson County are unique. Their character stems from the natural environment, wooded hillsides, rolling farmland, a strong historic heritage, the Ohio River, the rural atmosphere, and the active and concerned population. In looking to the future, Hanover, Madison, and Jefferson County seek to preserve those features that distinguish them from each other and other communities, and that cause people to find them to be desirable communities in which to live. The comprehensive plan is concerned with translating each jurisdiction's sense of character into physical forms and management plans that perpetuate the essence of each community and keep them excellent communities in which to live, work, learn, play, and raise a family.

The land use pattern is well established throughout the county. With the exception of the Jefferson Proving Grounds, this land use pattern is not expected to change significantly over time. Future growth in Hanover will primarily consist of residential uses with the extension of office and industrial uses along SR 56. Future growth in Madison will primarily consist of residential uses to the north and east, an expansion of the industrial area on the north side of the city, and an increase in commercial uses along SR 62 north of the SR 56 interchange. Jefferson County will remain primarily agricultural with industrial expansion at the Jefferson Proving Grounds and Marble Hill, and future residential growth focused around the rural communities of Deputy, Dupont, and Canaan. As the aggressive growth shown on the Proposed Land Use Plan occurs, each jurisdiction will face significant challenges. The natural setting and

environmental hazards of the area need to be addressed, and at the same time, private property rights must be recognized and respected.

The type, intensity, and location of future land uses is important in maintaining and enhancing the characteristics of each area and providing a pleasing visual experience to residents and visitors. Therefore, the land use vision incorporates design concepts aimed at ensuring that the built environment is a physical expression of community character. The comprehensive plan directs the amount and location of new land uses based upon the carrying capacity of the land and conformance with other goals of the comprehensive plan. It also provides a distribution of land uses that enhances the environmental, social, physical, and economic well-being of residents.

Goals

- A distribution of land uses that enhances the environmental, social, physical, and economic well-being of residents.
- A well-designed, high quality, and functional mix of open space, urban and rural residential, and commercial and industrial uses that reflect local community values and integrate the resolution of other comprehensive plan issues in a cohesive pattern.
- Preserve and enhance the pleasant visual experience for residents and visitors to Jefferson County, emphasizing prominent and distinctive vistas, view corridors, and natural features.
- Define, translate into visually perceivable physical forms, and preserve those components of the community that contribute to the character of jurisdictions with Jefferson County.

Community Structure

Objectives

1. Retain the rural atmosphere and quality of life enjoyed by residents.
2. Establish growth management regulations to direct development where it is best accommodated in the county.
3. Regulate the potential proliferation of confined feeding operations (CFOs) through the adoption of performance standards for such uses.
4. Ensure the availability of suitable land for utility facilities necessary to support proposed development.
5. Adopt regulations that enable farming to continue in the county with minimal interference from non-agricultural uses.
6. Capitalize upon the unique economic development resources of the area such as the Jefferson Proving Grounds.
7. Protect community schools by focusing rural development around existing schools.
8. Protect community recreational opportunities from encroachment by development for use by residents and tourists.

Plan Approach

The community structure vision is to maintain a rural and small-town atmosphere while attracting new businesses to the area. Therefore, the comprehensive plan defines a balanced mixture of uses nestled in an agricultural and natural setting. The details of the community structure for each jurisdiction are identified below.

Hanover

Hanover seeks to preserve its image as a river view town. Within the Hanover planning jurisdiction, residential development similar to the density currently existing within the town is anticipated to the north and south of the town. The residential development to the north expands the coverage of current residential areas and continues north along CR 440W to SR 256. Residential development south of town occurs along the ridgeline overlooking the Ohio River. Infill residential development will occur between existing residential uses and wooded hillsides. Keeping with its identity as a river view town, most of the existing wooded hillsides along the Ohio River are preserved.

In order to provide some diversity to the local economy and municipal tax base of the town, a large area on the west side of town along SR 56 is identified for a variety of business uses. Office space is located immediately along the highway to keep the entrance into the town clean and pleasing. Behind this office space is an area identified for light industrial uses that will occur within enclosed buildings. The existing woodlands are retained to provide a buffer between the industrial uses and adjoining agricultural uses. Adjacent to the office district, an expansion of commercial uses is indicated to provide greater services to town residents.

Madison

Building upon its amenities as a riverfront city, Madison faces the largest share of residential growth. This growth occurs in two main areas: west of Clifty Falls State Park and along the hilltop northeast of US 421. In order to buffer the state park from more intensive uses along SR 62 and stem urban sprawl, the area between SR 62 and Clifty Falls State Park is designated for low density residential uses. The bulk of new residential development is identified along the eastern border of Madison's planning jurisdiction and extends northward along US 421 toward the Jefferson Proving Grounds. This new eastern residential area of Madison is intended to develop at a similar density to that of the Madison hilltop area.

New industrial development is shown as a northern extension of the existing industrial uses located northeast of the intersection of SR 7 and Clifty Drive. The intensity of this expansion area will follow the same density and permitted uses as the existing industrial area. Additionally, 144 acres of industrial land is identified on the south side of SR 56 near the County Fairgrounds. This site is intended for light industrial uses within enclosed buildings or for office parks.

Commercial development is focussed in three locations: downtown, at the intersection of US 421 and Clifty Drive, and at the intersection of State Roads 56, 256, and 62. Commercial development downtown is addressed in the paragraph below. Commercial development at US 421 and Clifty Drive is intended to meet a mixture of neighborhood and regional market needs. The northwest corner of this intersection is well suited for a regional commercial center—a planned shopping district that is usually designed, coordinated, and built by a single development company. The center will contain between 150,000 and 500,000 square feet of gross leasable area. Typically, this type of center includes at least two anchor stores. The possibility of a mixed use development that would include employment, lodging, entertainment, and cultural activities should be encouraged. The other corners of this intersection are suited for neighborhood commercial centers to serve the existing hilltop population and the residential growth projected for Rykers Ridge extending around to US 421. These sites would provide shopping

opportunities for the most frequently purchased goods and services. Grocery stores or supermarkets are typical anchors for neighborhood commercial centers. Auto access shall be controlled and the center should relate to the surrounding residential neighborhoods. Measures should be taken to minimize the adverse effect of traffic, lighting, noise, and other impacts on adjoining residential areas. This will require strong buffering and landscaping relative to the surrounding residential neighborhoods.

An opportunity to develop a combination of local and regional commercial uses mixed with office uses exists on the northern half of the intersection of State Roads 56, 256, and 62. The confluence of these three highways creates an area well suited to neighborhood commercial centers to serve the residential development proposed east of SR 62, west along SR 256, and residential expansion in Hanover. The traffic volume of these highways also makes this areas desirable for a small regional commercial use. It is likely that a regional commercial center with a grocery store and discount store as anchors would be located here. Proposed development should integrate the office uses also identified in this area and mitigate the adverse effects of traffic, lighting, noise, litter, and other impacts on adjoining residential areas.

North of the intersection of State Roads 56, 256, and 62 along SR 62, a policy of commercial and industrial containment should be followed. Measures should be taken to control access points onto SR 62 to maintain the safety and design speed of this corridor. Regulations also need to be enacted to address the abundance of signage along the commercial areas of SR 62 to minimize visual clutter. The excessive amount of signage that exists detracts from the ability of the signs to effectively advertise the location of businesses.

Downtown Madison provides the dominant image of the built environment of Jefferson County. While the historic buildings create a striking sense of place, the commercial core of downtown runs the risk of becoming a homogenous series of antique shops. Controlled downtown and riverfront development can bring a consistent level of activity to downtown. The creation of the marina/condominium/restaurant complex and the hotel/convention center project will draw additional activity downtown. The hotels provide much needed rooms that will convert a portion of the day trip tourism to Madison into overnight stays. Ideas to create other downtown destinations that contribute to the goals of the comprehensive plan should be followed. The Madison Arts Center and amphitheater projects proposed in the Marketing Blueprint for Jefferson County provide a strong fit to the vision of downtown. Additionally, diversifying the retail establishments with a variety of stores and restaurants to complement the antique stores would add to the downtown. The mixture should appeal to residents, tourists, and Hanover College students and professors.

Utilizing the mostly vacant upper floors of buildings can also add to the vitality of downtown. Establishing office space on the second floor and residential uses on the third floor of buildings better utilizes structures and brings additional economic activity downtown. Such uses could provide housing for the upscale retirees identified in the Marketing Blueprint as well as studio space for members of the area's growing arts community.

Jefferson County

The vision of Jefferson County is to enable the continuation of an agricultural lifestyle throughout the county by focusing new residential development around Deputy, Dupont, and Canaan and taking advantage of the special opportunities offered by Marble Hill and the Jefferson Proving Grounds. The agricultural lifestyle and rural character that epitomizes Jefferson County has been threatened by unmanaged growth resulting in the creation of substandard residential subdivisions sporadically occurring in agricultural areas. The influx of residential occupants that expect urban services in a rural county has created many issues. Farmers face an increase in complaints about their operations from new residential neighbors. Septic system failures are prevalent in the slowly percolating soils.

[See Change # 1 of Acceptance Resolution.] To minimize future land use conflicts arising from incompatible uses locating next to agricultural uses, the vision of Jefferson County residents is to focus future residential development around the towns of Deputy, Dupont, and Canaan. Focusing residential growth around these towns takes advantage of the existing infrastructure available, strengthens the local elementary schools, and creates a population increase that encourages the return of commercial services to these towns. Residential development in these towns will continue at levels similar to those that currently exist. The residential density of property identified as agriculture on the Proposed Land Use Map will be one home per 20 acres. Rather than requiring a 20 acre minimum lot, residential uses in agricultural areas should be regulated on a density basis to encourage the clustering of residential units together. Doing so protects larger, uninterrupted tracts of farmland and creates small clusters of homes that follow the traditional development pattern of the county. Use of a maximum lot size of two acres ensures that at least 18 acres of the agricultural parent tract is protected for each residential lot created. Ideally, the protected areas will be assembled to create large tracts of uninterrupted farmland. The county may also wish to establish a funding mechanism to purchase conservation easements from property owners willing to voluntarily retire the development potential of their property.

In order to minimize land use conflicts where agricultural land meets urbanized areas, Jefferson County residents support the creation of agricultural districts that buffer more intensive agricultural uses from the non-agricultural uses within Deputy, Dupont, Canaan, Hanover, and Madison. One district would cover most of the county and allow all traditional agricultural uses except for confined feeding operations. The other district occurs around the above mentioned urban areas. This district limits the intensity of agricultural uses that occur within 1,320 feet of the urban areas. The number of confined animals in this district would be limited and increased setbacks may be required around more intensive agricultural uses.

[See Change # 9 of Acceptance Resolution.]

Jefferson County contains two tremendous economic development assets: Marble Hill and the Jefferson Proving Grounds. The Marble Hill site is identified for industrial use. The layout of the site makes this location well suited for heavy industrial uses if the infrastructure needed to meet the performance goals can be provided to the side or created onsite. Due to the lack of facilities existing in this portion of the county, industrial uses should be limited to the Marble Hill site and existing industrial uses adjacent to the site.

[See Change # 9 of Acceptance Resolution.]

The Jefferson Proving Grounds provide a major mixed use development in the northern part of the county. The 3,000 acre contonement area of the former army base provides commercial, office, residential, and industrial options. At the center of the base is a commercial node identified to provide a mixture of retail and commercial services to businesses and residents within the Proving Grounds. Surrounding this commercial node is a band of multifamily residential housing that buffer the commercial node from single family residential uses to the south. This single family residential area is anticipated to develop at a density similar to that of the hilltop Madison area. On the northern and southern ends of the single family residential area over 500 acres of office use are identified. The office uses are intended to buffer the residential area from adjacent industrial uses. If the demand for office space is low, it is possible to use this office space for light industrial uses in which all activities occur within enclosed buildings. Except for a park around Kruger Lake, the remaining 2,000 acres of Jefferson Proving Grounds is identified for industrial uses. With the availability of infrastructure, including 17 miles of rail line, and the isolated nature of the Proving Grounds, the industrial uses can accommodate heavy industrial uses. Buffering will be needed to mitigate the level of incompatibility between land uses and to provide pleasing transitions between projects.

Residential areas outside of Deputy, Dupont, Canaan, Hanover, and Madison acknowledge current development patterns only and are not meant to indicate an increase of higher density residential uses. Residential uses should be contained to their current locations. Additional houses added to these areas should only occur under the one dwelling unit per 20 acre platting procedures identified above.

Policies

1. Focus new development around the existing developments of Hanover, Madison, Deputy, Dupont, and Canaan to take advantage of the infrastructure and services available in these areas.
2. Development occurring in the agricultural districts outside of Hanover, Madison, Deputy, Dupont, and Canaan shall occur at a density of one dwelling unit per 20 acres. **[See Change # 1 of Acceptance Resolution.]**
3. Issue Improvement Location Permits (ILPs) to ensure that modifications to property have been made in accordance with the standards specified in the development codes.
4. Each jurisdiction shall adopt consistent performance standards addressing the size, location, setback, nutrient management, number of animals, and other site design requirements for confined feeding operations.
5. Each jurisdiction should work with local utility companies to provide infrastructure to provide infrastructure extensions to the following areas targeted for industrial growth: Jefferson Proving Ground, Hilltop Madison industrial area, west end of Hanover, and Marble Hill.
6. Establish development policies that protect the scenic and historic resources throughout the county to protect and enhance the tourism industry.
7. Develop convenient connections to the riverboats east of Jefferson County to lure riverboat patrons to stay in Jefferson County and commute to the riverboats.
8. Focus new development around existing rural schools to maintain strong enrollment and keep the schools functioning as the centers of local activity. **[See Change # 2 of Acceptance Resolution.]**
9. Identify the best outdoor recreation areas in the county (e.g. hunting, fishing, hiking, etc.) and adopt development regulations that protect these areas from incompatible development. **[See Change # 3 of Acceptance Resolution.]**
10. Require new development to dedicate the necessary right-of-way and easements necessary to properly provide utilities and drainage.
11. Prepare or update utility master plans based upon the growth shown on the Proposed Land Use Map and identify the preferred locations for utility facility expansions.
12. Adopt right-to-farm wording to be attached to the deeds of newly created non-agricultural uses within the agricultural districts shown on the Proposed Land Use Map. This language would limit the ability of non-agricultural residents to bring nuisance lawsuits against properly operating agricultural uses.
13. Work with the owners of land targeted for industrial and commercial growth to provide properly sized utilities and other infrastructure to the site. **[See Change # 4 of Acceptance Resolution.]**

Land Use Districts

The descriptions below outline the various districts that are delineated on Figure 10, Proposed Land Use for Hanover, Figure 11, Proposed Land Map for Madison and Figure 12, Proposed Land Use Map for Jefferson County. For each land use, a description of appropriate uses is provided. The assignment of a development intensity to the land uses identified on the Proposed Land Use Map does not imply that all

parcels could be developed at that level of intensity or that any specific parcel is entitled to the maximum intensity. If a proposed project is consistent with comprehensive plan goals, objectives, policies, and performance standards, the development intensity identified below may be permitted up to the development intensity specified.

- **Single Family Residential.** The Single Family Residential designation provides for single family detached housing at a density compatible with the existing surrounding residential development.
- **Multifamily Residential.** The Multifamily Residential designation provides for apartments, condominiums, townhomes, and duplexes at a maximum density of eight dwelling units per acre.
- **Manufactured Housing Park.** The Manufactured Housing Park designation provides for manufactured housing in established parks at a density compatible with the surrounding residential development.
- **Commercial.** The Commercial designation provides for approximately located areas for retail and commercial services. Areas identified in the comprehensive plan text for neighborhood commercial centers are appropriate for limited retail and commercial services providing the day-to-day shopping and service needs of residents. Areas identified as regional commercial centers in the comprehensive plan text are appropriate for general retail, markets, commercial services, automotive repair and service, hardware and home improvement, and durable goods sales.
- **Office.** The Office designation provides for appropriately located areas to be used for the office needs of the community. Within the Office designation, appropriate land uses include business, professional, and medical offices, as well as ancillary service functions.
- **Industrial.** The Industrial designation provides for appropriately located areas to be used for general manufacturing and industrial uses that may have extensive exterior movement of vehicles and goods. Within the industrial designation, appropriate land uses include general manufacturing operations, distribution facilities, warehousing activities, and contractors' offices.
- **Institutional.** The Institutional designation provides for a variety of public, semi-public, and quasi-public uses. Within the Institutional designation, appropriate uses include a broad range of governmental, public, and quasi-public uses such as schools, hospitals, libraries, and governmental office buildings.
- **Proving Grounds.** The Proving Grounds designation identifies the portions of the former Jefferson Proving Grounds army base that will remain under government control and preserved as open space due to the high number of unexploded ordinances within the area.
- **Recreation.** The Recreation designation identifies land held by public agencies for the primary purpose of providing active and passive recreational opportunities. Within the Recreation designation, appropriate land uses include a broad range of public and quasi-public uses such as parks, playgrounds, trails, and open space areas.
- **Cemetery.** The Cemetery designation identifies existing locations of sizable cemeteries in the country.
- **Utilities.** The Utilities designation identified existing locations of a variety of public and private utility facilities.
- **Natural Areas.** The Natural Areas designation identifies the presence of significant natural features to be conserved. The most common natural feature is wooded hillsides along the Ohio River.

- **Agricultural.** The Agricultural designation provides for a variety of agricultural uses and limited residential uses. Within the Agricultural designation, appropriate uses include a broad range of agricultural uses such as row crops, animal husbandry, livestock feedlots, and equestrian uses.

Community Character

Objectives

1. Preserve those features that combine to create the special character of the area, including:
 - A bucolic physical setting dominated by rolling farmland, forested hillsides, woodlands, and views of the Ohio River.
 - A community character that is dominated by natural environmental features.
 - Diverse topography with large areas unbroken by manmade slopes, and long-range views of open ridgelines and wooded slopes that define the extent of urban development.
 - The historic identity and character of downtown Madison.
2. Promote the establishment and maintenance of the following additional features to enhance community character, including:
 - Provision of gathering, meeting, and recreational places.
 - Traditional, rather than trendy or “franchise” architecture that complements the natural character of the area.
3. Require that new developments establish an architectural and siting design theme that is compatible with surrounding existing and planned developments, and include the following:
 - A relationship to prominent design features existing in the immediate area (e.g. trees, landforms, historic landmarks);
 - A relationship to existing structures; and
 - The natural environment.
4. Require that new developments create pleasing transitions to surrounding developments, for example:
 - The bulk of new structures should relate to the area’s environments and to the adjacent development; and
 - Setbacks from streets and adjacent properties should relate to the scale of the structure and the function of the street and shall be to encourage pedestrian scale and uses.
5. Require that new developments respect the identified views and view corridors of existing developments to the greatest extent possible.

- Where applicable, view corridors that are oriented toward existing or proposed community amenities, such as parks, open space, or natural features should be enhanced.
 - Appropriate transitions between different projects and urban and rural land use transitions, are to be provided, including the provision of buffer areas, landscaping and other similar treatments (e.g., hedges, walls, fences, berms, or landscaped open space.)
6. Ensure that new developments and uses are of such a scale that they will not diminish the reasonable enjoyment of adjacent properties. Adequate setbacks and buffer areas are to be provided. In addition, appropriate restrictions may be placed on operations to ensure that adjacent uses operate in a compatible manner.
 7. Provide for the elimination or reduction of uses inconsistent with the community's character and future land uses.
 8. Encourage the clustering of residential dwelling units within the agricultural districts as a means of preserving large, unbroken areas of farmland.
 9. Adopt more stringent signage regulations to prohibit additional billboards and reduce sign clutter within non-residential areas.

Plan Approach

Community character focuses on defining the sense of place and well-being that residents have in their community and defining the physical forms and environmental features that contribute to this sense of place. The primary community design concept for each jurisdiction is addressed below.

Hanover

The primary community design concept for the Town of Hanover is that new development fit with the small, river view town character desired by the residents. Hanover recognizes that it is, and will continue to be, a small, residentially-oriented community. It intends to maintain its special character as a small, friendly, family-oriented community in a picturesque natural setting dominated by views of the Ohio River and wooded hillsides.

Madison

The primary community design concept for the City of Madison is twofold: preserve the special historic character of the downtown area and create a well-organized, balanced community in the remainder of the city. Madison recognizes the high quality of life it offers and intends to maintain the characteristics that compose its special sense of place as a historic riverfront city in a scenic natural landscape created by the Ohio River and wooded hillsides.

Jefferson County

The primary community design concept for Jefferson County is the preservation of the rural character desired by residents. Jefferson County acknowledges its important role as an agricultural community and intends to maintain its special character as a friendly, farm-oriented community in a bucolic setting dominated by open, rolling farmland and wooded hillsides.

It is important in determining site design for individual development projects, that aesthetic consideration not be allowed to overshadow environmental hazards and resource protection. Where these considerations are incompatible, protection from environmental hazards and preservation of significant cultural, historic, and other environmental resources is a higher priority than aesthetic considerations.

For the majority of motorists, the rolling farmland, historic buildings, and views of the Ohio River and surrounding hillsides are the most important elements that create their image of Jefferson County. The obvious positive aspects are the views of the scenic terrain, open space, and activity along the river. Other visual aspects of the built environment, such as billboards, create a more negative visual image of Jefferson County.

Policies

1. Conduct a study of the scenic views of the Ohio River when traveling along major highways and roadways through Jefferson County and adopt design guidelines to preserve identified significant views to the Ohio River.
2. Protect hillsides and woodlands from development impacts through the adoption of design guidelines that foster the protection of these resources. Slopes greater than 20 percent should not be disturbed. Incentives should be created to protect existing woodlands. **[See Change # 5 of Acceptance Resolution.]**
3. In the rural communities of Deputy, Dupont, and Canaan, continue the function of the elementary schools and volunteer fire departments as the gathering and meeting places of the Town. Encourage the location of commercial services such as a restaurant or convenience store to provide products, services, and additional informal gathering places.
4. In order to protect the high quality of life enjoyed by residents, proposed developments should only be approved if the design is compatible with surrounding developments and the natural environment, creates pleasing transitions between uses, and is of a compatible scale with adjacent properties.
5. Establish regulations that require landscape buffers or increased setbacks to mitigate the level of compatibility between adjoining incompatible land uses. The proposed land use would need to provide the buffer against the existing land uses.
6. Encourage the clustering of residential uses that occur within the agricultural districts to follow traditional rural development patterns, better utilize services to the area, provide greater opportunities for social interaction, and preserve larger tracts of uninterrupted farmland.
7. To protect the important visual character to the county, prohibit the erection of additional billboards throughout the county.
8. To improve the visual character of the Madison hilltop area, a signage inventory needs to be conducted along SR 62 from SR 56 to US 421. Signs along this corridor should be compared to the current signage requirements in the zoning ordinance to identify illegal and legal, non-conforming signs. Illegal signs should be removed to lessen the visual clutter along this roadway.

Economic Development

Jefferson County has a strong economy and a diverse base that provides opportunities to enhance and expand existing development opportunities. The services and amenities that are located in Hanover and Madison serve not only those residents who live there, but also people who live in other towns such as Deputy, Dupont and Cannan.

There are two major areas that will play a major role in the economic development of the community including Jefferson Proving Grounds and Marble Hill. The Proposed Land Use Map shows a large

amount of land to be devoted to commercial and industrial development. The proposed land use acreage far exceeds employment projects and will require aggressive economic development strategies and marketing efforts to attract large corporations to the area. The goals and objectives of this plan focus on recruiting commercial and industrial developments that are "clean and environmentally friendly."

Besides focusing on recruiting new industries and business and maintaining existing ones, tourism is another marketing tool that can aid in strengthen the economy. According to the Marketing Blueprint, there are three reasons why Hanover, Madison and Jefferson County should focus on tourism. In the next decade, tourism will be the number one industry in the world. There are prime features including the historic homes, quaint downtown, Hanover College, riverfront locations and other attractions in the county that provide a good base for marketing the area. Tourism brings people into the community and thereby increasing the chance that a potential tourist may relocate or expand their business into the area. Finally, the river provides excellent opportunities for both Hanover and Madison on which to capitalize. Development of the riverfront is one of the policies emphasized in this plan.

Goals

- A local economy that provides business opportunities, employment opportunities for the area's labor force, and sufficient municipal income to support the services, facilities, and amenities desired by residents.
- A combination of job types that increases the per capita wage of residents and minimizes negative economic cycle impacts.
- Stronger employment centers in each jurisdiction.

Objectives

1. Each jurisdiction should follow the Marketing Blueprint prepared by DCI as the foundation for economic development activities throughout the county.
2. Provide an expanded range of sites to attract desired industrial targets.
3. Coordinate the extension or upgrade of infrastructure to the most marketable industrial sites: Jefferson Proving Grounds, Madison hilltop industrial area, and the proposed Hanover industrial area.
4. Remain focused on desired targets and selective that clean, environmentally friendly business locate in Jefferson County.

Plan Approach

Economic development in Jefferson County is not limited to bringing new businesses and jobs to an areas. It includes keeping existing businesses in the area. Furthermore, the employment base can be improved by looking for opportunities to create "value-added" services that enhance and complement the existing services. This notion focuses on the idea that the local economy is best served by building and exporting goods and otherwise bringing money into the local economy. With the many potential outside influences on Jefferson County's economy, the policies and implementation measures seek to build on existing strengths of the area's economy including Jefferson Proving Ground and Marble Hill. Other policies and implementation measures focus on how new economic activity will fit into the already developed industrial and commercial areas and influence the development pattern and character.

Policies

1. Construct an upscale hotel that would convert some of the day trips to Madison into extended visits.
2. Expand existing businesses and recruit new businesses to the area.
3. Identify specific sites in each jurisdiction for each type of desired target. Work cooperatively to improve these sites to make them more marketable.
4. Coordinate economic development activities throughout the county identifying that any location in Jefferson County benefits the entire county and not just the local jurisdiction.
5. Strengthen retail and service businesses in those sectors patronized by the local population, as well as travelers through the county, and develop programs to enhance the local market and encourage residents to shop locally.
6. Maintain and strengthen the retail attractiveness of downtown Madison, Clifty Drive, and SR 56.
7. Expand retail opportunities within downtown Madison, Hanover, Deputy, Dupont, and Canaan.
8. Establish and maintain a proactive program to attract commercial, office, and industrial uses to those locations that the Proposed Land Use Map has identified as being appropriate for such uses. Work with potential developments to ensure that they are compatible with the performance standards of the comprehensive plan.
9. Ensure that the scale of commercial developments is compatible with surrounding neighborhoods.

Transportation

The existing road network in and around Madison and Hanover is a good representation of the character of Jefferson County. From the quaint, historic Ohio River frontage in Madison to the energetic commercial and industrial regions throughout the County, the existing road network nicely connects activity centers while minimizing land use and other environmental factors that are common in transportation facilities.

As with most growing regions, Jefferson County's projected growth will not be realized without first addressing a wide range of transportation issues. The transportation goals, objectives and policies builds upon the existing street and highway facilities. They identifies problem areas and future needs and recommends improvements to the street system to address them. These recommendations are intended to improve traffic flow and safety, reduce energy consumption and travel time, enhance accessibility and facilitate economic growth.

The recommended improvements support the goals, objectives and policies states in this section. The goals, objectives and policies complement the proposed land use plan and ensure that the proposed land uses are adequately supported by the roadway network.

The process for planning transportation systems is a rationale one. It seeks to furnish unbiased information about the effects that the proposed transportation projects would have on the community and its expected users. Usually cost is a major factor, with other factors being energy conservation, traffic congestion, environmental impacts, safety, security, efficiency, productivity and community preservation.

Goals

A balanced, safe, problem-free transportation system that:

- Reinforces growth management policies.
- Improves traffic flows while maintaining a rural or small town sense of place.
- Provides easy and convenient access to all areas of the community.
- Enhances economic development by providing convenient connections to larger metropolitan regions.
- Preserves icons of local identity.
- Preserves a sense of comfort and well-being throughout the community by reducing the intrusiveness of commercial and industrial traffic on neighborhood streets.
- Improves rail transportation usage.

Objectives

1. Provide safe, high speed transportation accessibility to Interstate 65 for economic development purposes.
2. Encourage other modes of transportation, rather than just the automobile.
3. Provide a safe, convenient, and efficient transportation system.
4. Coordinate the traffic circulation system with the future land uses indicated on the Proposed Land Use Map.
5. Provide for the protection of existing and future rights-of-way from building encroachment.
6. Improve circulation by connecting currently disjointed roadways.
7. Where feasible to do so, achieve and maintain a level of service (LOS) for intersection and roadway link performance of LOS B within rural and other non-urban areas as defined by the Future Land Use Map.
8. Where feasible to do so, achieve and maintain a level of service (LOS) for intersection and roadway link performance of LOS C within and adjacent to urban areas as defined by the Future Land Use Map.
9. Protect residential neighborhoods by avoiding the need for local residential streets to carry more than 3,000 vehicles daily.
10. Promote the availability of adequate means to safely move commodities within and through Jefferson County, including the availability of truck routes, rail transit, pipelines, and utility corridors.
11. Prohibit commercial and industrial development along portions of the bypass that extend through areas designated for agriculture on the Proposed Land Use Map to protect the integrity of the bypass function and agricultural preservation goals.

12. Require that transportation projects recognize and consider the scale and character of the surrounding community to protect the sense of place each area has. This is especially important regarding roadway improvements such as adding additional traffic lanes.

Vehicular Transportation

Plan Approach

As with most growing regions, Jefferson County's projected growth will not be realized without first addressing a wide range of transportation issues. Increasing demand on the existing road network is resulting in decreased levels of roadway operation throughout Jefferson County. The operation of roadways is classified using a standard Level of Service (LOS) criteria ranging from A (best) to E (worst) as set forth in the Highway Capacity Manual (HCM), Special Report 209, Transportation Research Board, 1994. Table 12, Critical Two-Lane Roadway Segments (ADT & LOS) is a summary of critical 2-lane segments throughout Jefferson County that are, or will, operate at poor levels of service in the future. HCM Table 8-10 (rolling terrain and 10% design hour factor (K) assumptions) was used to determine roadway LOS based on the corresponding ADT. Evaluation of the 4-lane segments was achieved using HCM Table 7-1 (free flow speed of 55 mph). Table 12 does not include 4-lane segments due to the fact that all of the 4-lane segments in the County are operating at a LOS C or better.

Table 12
Critical Two-Lane Roadway Segments (ADT & LOS)

Route	Roadway Segment	1999		2010		2020	
		ADT	LOS	ADT	LOS	ADT	LOS
US 421	State Line - 2nd St.	13,007	E	16,173*	E	19,715*	E
	2nd St. - Baltimore St.	19,032*	E	23,664*	E	28,846*	E
	Baltimore St. - SR 56	7,680	D	9,550	E	11,641	E
	Old SR 107 - SR 250	5,687	D	7,071	D	8,620	E
SR 7	SR 56 - Presbyterian St.	10,518	E	13,078	E	15,942*	E
	Presbyterian St. - Cragmont St.	7,748	D	9,634	E	11,743	E
	Cragmont St. - SR 62	9,888	E	12,294	E	14,986*	E
	SR 62 - Crozier Ave.	9,178	E	11,412	E	13,911	E
	Crozier Ave. - Oak Hill Dr.	6,678	D	8,303	E	10,122	E
	Oak Hill Dr. - Deputy Pike Rd.	5,901	D	7,337	D	8,944	E
	Deputy Pike Rd. - SR 250	5,304	D	6,595	D	8,039	E
	1199 North - Jennings Cnty. Line	3,491	C	4,341	C	5,291	D
SR 56	Independence Rd. - SR 62	4,606	C	5,727	D	6,981	D
	SR 62 - Vath Rd.	7,185	D	8,934	E	10,890	E
	Vath Rd. - Main St.	12,883	E	16,019*	E	19,527*	E
	Main St. - Kuntz Rd.	13,559	E	16,859*	E	20,551*	E
	Kuntz Rd. - SR 62	13,931	E	17,321*	E	21,114*	E
	SR 62 - SR 256	5,529	D	6,875	D	8,381	E
	SR 256 - McIntire St.	7,804	D	9,704	E	11,829	E
SR 62	SR 362 - SR 356	3,897	C	4,845	C	5,906	D
	SR 356 - SR 56	5,124	C	6,371	D	7,766	D
	SR 56 - SR 256	9,550	E	11,874	E	14,474	E
	SR 256 - Black Rd.	13,491	E	16,775*	E	20,448*	E
	Black Rd. - Green Hill Dr.	15,023*	E	18,679*	E	22,770*	E
SR 256	Vath Rd. - SR 62	4,854	C	6,035	D	7,357	D
	IR 153 - SR 56	4,201	C	5,223	D	6,367	D

Note: ADT values are projected from INDOT 1993 ADT values assuming a 2.00% growth rate per year.
ADT* values represent operation **OVER CAPACITY**. Although theoretically impossible to achieve, these values are a result of our LOS estimation process.

It is important to note that this LOS evaluation method is an approximation of the actual operation of these roadways. A more precise study would require more detailed turning movement traffic counts and additional information concerning lane geometry, intersection geometry, and traffic signal operation. For the purposes of this study, our approach is sufficient to achieve an overview of the general operation of the roads in Jefferson County.

To aid in the simplicity of modeling solutions for Hanover, Madison and Jefferson County, some assumptions about the future land use characteristics were made. These include:

Land Use	Assumption
Single Family Residential	3.0 dwelling units/acre in towns 0.5 dwelling units/acre in county
Multi-Family Residential	8 dwelling units/acre
Industrial	14 employees/acre
Office	31 employees/acre
Commercial	10,000 square feet of GLA/acre

For use with: Trip Generation, 6th Edition, Institution of Transportation Engineers, 1997

Policies [See Change # 6 of Acceptance Resolution.]

1. In balancing competing objectives, promote significant adverse impact to elements of local identity (e.g. historic structures, sensitive environmental areas, etc.) and residents' quality of life as higher priorities than moving automobiles.
2. Ensure that very few, if any, additional connections and access points for driveways are made along SR 56 from the Scott County border to the Hanover corporate boundary.
3. Undertake discussions with Scott County officials to minimize connections and access points along SR 56 in Scott County to continue free flowing vehicular travel to Interstate 65.
4. Prohibit new commercial and industrial development from locating along the bypass in areas designated as agriculture on the Proposed Land Use Map. Encourage residential uses that may develop in these areas to use shared driveways or private roads to minimize the number of access points along the bypass.
5. Control the connection and access points of driveways and roads in new developments to meet major roadways as close to perpendicular as possible where adequate visibility along the roadway exists.
6. Promote the design of roadways to optimize safe traffic flow within established roadway configurations by minimizing turning movements, uncontrolled access, and frequent stops to the extent consistent with the character of adjacent land areas.
7. Continue to pursue Indiana Department of Transportation involvement in upgrading SR 56 to a "Super Two" highway from Interstate 65 to Madison.
8. Continue discussions with the Indiana Department of Transportation and Indiana Department of Commerce to encourage the erection of a new bridge across the Ohio River.
9. Provide adequate levels of maintenance for all components of the roadway system.
10. Initiate the following roadway capacity enhancement measures as required:

For Hanover, Madison and Jefferson County, certain roadway improvements are recommended based on the Proposed Land Use Map. The following recommendation are shown on Figure 13, Proposed Transportation Improvements.

Hanover

- Connect Hanover-Saluda Road in the southern part of Hanover to improve circulation.
- Connection Between SR 256 and SR 7
- It might be beneficial to construct a route connecting SR 256 (around Greenbriar Road) and SR 7 (near 310 N) northwest of Madison. This route would help alleviate the congestion at the intersection of SR 256, SR 56, and SR 62.
- Connection Between SR 56 and SR 256. By providing a connection between these two routes to the west of their current intersection, it will be possible to alleviate some congestion and increase circulation. This connector road would provide better access to the proposed growth in the area

and assist the existing network in handling the additional trips. This connection could be achieved by extending Hanover-Saluda Road or Greenbriar Road north to SR 256.

- **Roadway Widening.** Routes such as SR 56 through Hanover, SR 62 just north of SR 256, and SR 7 through Madison would be ideal candidates for a widening upgrade to 4-lanes. In general, the road segments in Table 9 are also prime candidates for widening. It is important to realize that various improvements may actually reduce ADT along other segments. Therefore, it may not be necessary to target each segment shown in Table 9. SR 62 to the south of Hanover should be considered in this widening. This route serves as a primary link between the large proposed industrial area and the rest of the County.
- **New Pavement Markings/Signing.** Application of new pavement markings and signs has been proven to increase driver awareness and overall roadway safety. It may be beneficial to replace old, deteriorating traffic control devices with new, up-to-date equivalents. These improvements should be made throughout the County.

Madison

- **Construction of the Bonar & Associates, Inc. proposed "northern-arc" and other improvements.** The new roadway will alleviate existing congestion along SR 62 north of Madison.
- **East SR 62 and SR 56 Improvements.** These two routes will be the primary means of access to the large residential area that is located between the two. Most likely, segments of these two routes will require improvements to handle the large number of vehicles. These improvements may include widening, turn lane addition, installation of passing blisters, and general enhancements.
- **Intersection Reconfiguration / Improvements.** Reconfiguration of the intersections of SR 62/US 421 and SR 56/US 421 will be required. These improvements will greatly improve the safety and capacity of the existing intersections. The intersections of SR 250 with SR 7 and US 421 will also require improvements as a result of the additional vehicle trips. Additional improvements could be made along SR 3 around Deputy, SR 7 near Dupont, and SR 62 near Canaan.
- **Connection Between SR 256 and SR 7.** It might be beneficial to construct a route connecting SR 256 (around Greenbriar Road) and SR 7 (near 310 N) northwest of Madison. This route would help alleviate the congestion at the intersection of SR 256, SR 56, and SR 62. This new route would provide additional access to the proposed residential areas.
- **Connection Between SR 56 and SR 256.** By providing a connection between these two routes to the west of their current intersection, it will be possible to alleviate some congestion. This connector road would also provide better access to the proposed growth in the area and assist the existing network in handling the additional trips. This connection could be achieved by extending Hanover-Saluda Road or Greenbriar Road to SR 256.
- **Connection Between East SR 62 and SR 56.** An improved connection between these two routes would alleviate some of the congestion in and around the proposed residential area. This improvement is important because currently there isn't a major road traversing this area.

Madison Through-Traffic Restriction. As a result of the congestion along SR 56 and SR 7 in Madison (inside SR 62), it might be beneficial to restrict through traffic (traffic whose destination is US 421 to-and-from Kentucky) that is currently utilizing the downtown district. The Bonar & Associates, Inc. improvements along with the previously mentioned improvements would provide an attractive alternative route for these through vehicles. By restricting Madison through traffic, these vehicles could be rerouted to US 421 and could utilize the existing US 421 4-lane

segment between the River and SR 62. It would be necessary to improve the short stretch of 421 just inside the State line to better transition the 4-lanes onto and off of the 2-lane Ohio River Bridge.

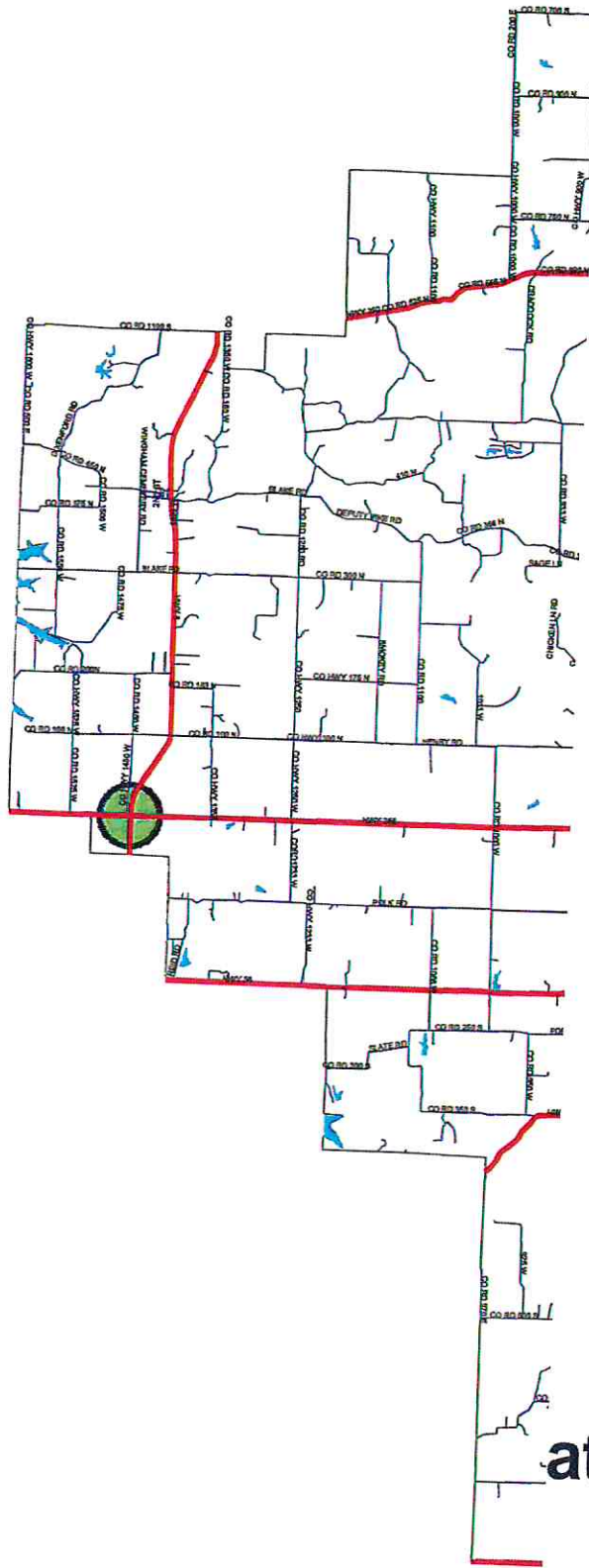
- **Roadway Widening.** Routes such as SR 56 through Hanover, SR 62 just north of SR 256, and SR 7 through Madison would be ideal candidates for a widening upgrade to 4-lanes. In general, the road segments in Table 9 are also prime candidates for widening. It is important to realize that various improvements may actually reduce ADT along other segments, therefore, it may not be necessary to target each segment shown in Table 9. SR 62 to the south of Hanover should be considered in this widening. This route serves as a primary link between the large proposed industrial area and the rest of the County.
- **New Pavement Markings/Signing.** Application of new pavement markings and signs has been proven to increase driver awareness and over roadway safety. It might be beneficial to replace old, worn traffic control devices with new/up-to-date equivalents. These improvements can be made throughout the County.

Jefferson County

- **Connection Between SR 256 and SR 7.** It might be beneficial to construct a route connecting SR 256 (around Greenbriar Road) and SR 7 (near 310 N) northwest of Madison. This route would help alleviate the congestion at the intersection of SR 256, SR 56, and SR 62.
- **Connect SR 250 across the Jefferson Proving Ground,** adjacent to the proposed growth in the area. This connection will aid SR 7 and US 421 in handling the trips produced by this alternative.
- **West of Hanover, improve / reconstruct SR 56 into a "Super Two".** A "Super Two" is a two-lane roadway with wide shoulders and ideal horizontal geometry such that passing is easily accomplished. The result will be improved access for Jefferson County to Interstate 65.
- **Roadway Widening.** Routes such as SR 56 through Hanover, SR 62 just north of SR 256, and SR 7 through Madison would be ideal candidates for a widening upgrade to 4-lanes. In general, the road segments in Table 9 are also prime candidates for widening. It is important to realize that various improvements may actually reduce ADT along other segments, therefore, it may not be necessary to target each segment shown in Table 9. SR 62 to the south of Hanover should be considered in this widening. This route serves as a primary link between the large proposed industrial area and the rest of the County.
- **Intersection Reconfiguration/Improvements.** Reconfiguration of the intersection of SR 256, SR 56, and SR 62 would be beneficial. This improvement would greatly improve the safety and capacity of the existing intersection. This intersection plays a major roll in the movement of the additional traffic between proposed growth areas. The SR 250 intersections with SR 7 and US 421, as a result of connection SR 250 across the Proving Ground, will also require improvements as a result of the additional vehicle trips. Additional improvements could be made along SR 3 around Deputy, SR 7 near Dupont, and SR 62 near Canaan.
- **New Pavement Markings/Signing.** Application of new pavement markings and signs has been proven to increase driver awareness and overall roadway safety. It may be beneficial to replace old, deteriorating traffic control devices with new, up-to-date equivalents. These improvements should be made throughout the County.

Jefferson County Comprehensive Plans

Hanover, Madison
and Jefferson County



12000 0 12000 Feet

Roadway Alternatives

New Road

Widened Road

Intersection Improvements

Hanover Planning Area

Madison Planning Area

Figure 13
ation Improvements

Transportation Plan
Jefferson County, Indiana

HNTB

Rail Transportation

Plan Approach

Madison's rail line provides another mode of transportation for businesses and industries to ship their goods as well as receive needed materials. The rail line operates from Madison to North Vernon where it interchanges with CSX Transportation. The policies and implementation measures focus on maintaining access to existing and future industrial sites. Rail improvements at the Jefferson County Proving Grounds will play a major role in enhancing the existing service.

Policies

1. Maintain rail access in good condition to industrial users currently having access to the rail line.
2. Pursue upgrading the quality of the track to Class II to encourage increased use.
3. Encourage use of the rail line by industries currently located along the tracks.
4. Explore the option of rail improvements within the Jefferson Proving Grounds to increase the industrial value and marketability of property within the Proving Grounds to enhance economic development activities.

River Transportation

Plan Approach

The Ohio River has developed into a major shipping channel for the Southern Indiana Region as well as other states that border the river. Besides providing 15 barge lines which service businesses and industries, the river also provides an opportunity for such recreational opportunities including riverboat cruises and casinos. Throughout the public process the need for a new marina in Madison was identified. The key focus of the river transportation policies is to develop a marina to promote river transportation access. A marina would provide another opportunity for the businesses located in Hanover, Madison and Jefferson County to ship and receive materials. The marina would also become a good marketing scheme to promote the Hanover, Madison and Jefferson County area in luring more warehousing and manufacturing industries. Another opportunity of a new marina is to capitalize on the recreational aspects. The development of a riverboat casino and hotel would bring in revenue to the city and county and spur more economic development.

Policies

1. Promote the development of the new marina proposed in Madison.
2. Explore whether providing barge transit access to Marble Hill would increase its economic development potential.

Air Transportation

Plan Approach

Air transportation is a third mode of transportation that increases the marketability of Hanover, Madison and Jefferson County. Jefferson County is located relatively close to three metropolitan airports that provide air carrier service. Also, there is a local airport located in Madison that provides general aviation

services. However, with the development of the Jefferson Proving Grounds and Marble Hill as major industrial centers, more services may be needed to attract additional corporate headquarters and other businesses. The policies and implementation strategies recognize that the Madison Municipal Airport provides services that would otherwise be lacking. Therefore, the policies focus on increasing the use of the airport for passenger and courier services. They accomplish this by targeting aviation enthusiasts and corporate businesses that could capitalize on the amenities and quality of life Hanover, Madison and Jefferson County while providing a convenient and time-effective way for people to traverse to other areas.

Policies

1. Recognize that the airport provides a recreational amenity to residents who are aviation enthusiasts.
2. Seek whether the airport provides the amenities desired by upper level managers and upscale retirees that could be persuaded to move to the area.
3. Examine the possibility of increasing business use of the airport for passenger or courier services to nearby metropolitan areas.

Greenway Corridors

Plan Approach

Greenway corridors offer an alternative mode of transportation that provides the community with abundant outdoor resources, help to protect important environmental features and habitats, and provide linkages between parks, institutions and other land uses. The policies and implementation measures encourage the establishment a system of bicycle facilities connecting residential areas to schools, parks, natural areas, places of employment and other recreational areas. Greenway corridors typically provide links to areas separate from roadway traffic and intersections with cross vehicular traffic should be minimized.

Policies

1. Establish and maintain a system of bicycle facilities to provide an alternative to vehicular travel to schools, parks, natural areas, and places of employment, and to provide recreational opportunities.
2. Provide adequate levels of maintenance for all components of the greenway corridors.
3. Reduce the need for vehicular traffic by establishing and maintaining a comprehensive system of bicycle routes and providing appropriate facilities for bicycle riders.
4. Ensure that the location of bicycle facilities takes the safety and convenience of bicycle riders into consideration as the primary concern.
5. Encourage the creation of the Heritage Trail to connect the hilltop and downtown areas of Madison.
6. Ensure the provision of sidewalks on both sides of the street in subdivisions within urban areas.

Housing

Housing in Hanover, Madison and Jefferson County is one dimension that adds to the quality of life. Many of the homes are older and provide a rich heritage that bestows character in each community.

However, as with many communities, as the housing stock grows older, the quality of the home decrease and the required maintenance increase. In addition, as the population continues to increase and the size of families decrease, the need for quality, diverse housing will increase.

Each area in Jefferson County is unique and has different needs. The housing goals, objectives and policies builds on uniqueness by preserving the existing housing base. The existing base is preserved by encouraging residential development to be connected with developed communities. This will allow Hanover, Madison and areas of Jefferson County to provide quality services in a cost efficient manner. The recommended policies and implementation strategies are intended to improve the quality of housing, maintaining communities, preserving existing housing stock, providing a diverse range of housing options and facilitating residential growth in desired areas.

Goals

- A range of safe and adequate housing options for residents of all economic situations.
- Housing developments located where they are convenient to local services and minimize potential land use conflicts with non-residential uses.
- Preserve and protect the existing housing stock.

Objectives

1. Encourage the maintenance of existing housing units.
2. The creation and/or preservation of affordable housing for all current and anticipated future residents of the community.
3. The elimination of substandard housing conditions and the structural and aesthetic improvement of existing housing.

Plan Approach

Many of the communities in Jefferson County are residential in nature. The proposed land use map shows the majority of growth as residential. The new residential development should occur in a manner that enhances the existing developed communities and contributes to the small town character. A key focus of the plan is to concentrate development in locations that are desirable, where its in the public interest to grow and where future growth options can be exercised. The policies and implementation measures focus on the maintenance and improvement of the existing housing stock while protecting and preserving open space, agriculture, and natural areas. The policies and implementation measures also strengthen the form of the community while attempting to decrease the cost of servicing new and existing development.

Policies

1. Establishment of standards addressing the quality of housing, stabilization of neighborhoods, and identification and improvement of historically significant housing.
2. Ensure that the development codes facilitate the creation of a mix of housing types to meet the needs of residents.
3. Ensure that new residential development is appropriately located with respect to public and private services and facilities.
4. Improve the perceived and/or actual quality of rental housing units within Hanover and Madison.
5. Promote the revitalization, rehabilitation, and removal of substandard residential structures.
6. Prevent the physical deterioration of existing sound housing stock.
7. Improve the livability of existing neighborhoods, encourage continued maintenance of currently sound housing, and prevent deterioration through local information and assistance programs and by ensuring an adequate level of public facilities is available.

Community Facilities

Community Development

Goals

- Promote a local economy that will provide business opportunities, employment opportunities for the area's labor force, and sufficient municipal income to support the services, facilities, and amenities desired by residents in a manner consistent with local social values.
- Provide a wide range of opportunities for cultural and social interaction and expression by a diverse population.
- Coordinated development activity in a manner that maintains defined performance objectives for existing development, minimizes gaps in service provision to new development, and realizes cost efficiencies.
- Achieve and maintain the performance levels specified in Table 13.

Objectives

1. Correct existing stormwater, water distribution, and waste water treatment facility deficiencies to desired performance levels.
2. Coordinate the extension of or increase the capacity of facilities to meet future needs at the performance levels specified in Table 13.
3. Maximize the use of existing public facilities and discourage urban sprawl.

4. Ensure that the local government addresses through coordination mechanisms, the impacts of land uses or development proposed in the local comprehensive plan upon development in jurisdictions within the county and adjacent counties.
5. A stable stream of municipal income that is adequate to provide the level of municipal services desired by residents and businesses as identified in comprehensive plan performance objectives.
6. A land use pattern that contributes to, rather than detracts from, the fiscal well-being of each jurisdiction.

Table 13**Municipal Services and Facilities Performance Objectives**

Service/Facility	Performance Objective
Circulation and Transportation	Maintain traffic flows within the comfort ratings identified in comprehensive plan.
Parks and Recreation	Establish a system of active parks comprising 3.2 acres per 1,000 population of public parks and recreational areas.
Police Services	A seven (7) minute average response time for emergency calls within urban areas, and a nine (9) minute average response time for emergency calls within rural areas.
Fire Protection Services	A five (5) minute maximum response time for fire and emergency medical calls. Adequate fire fighter staffing and deployment such that concurrent response can be provided to one emergency medical call and one structural fire call.
Water Facilities	Adequate fire flow as established by the fire protection district, along with sufficient water storage for emergency situations and for maintenance of service pressures on an ongoing basis.
Sewer Facilities	Provision of sewer services to all commercial, office, and industrial uses, as well as to all urban residential areas. Unrestricted flow in sanitary sewers during average and peak conditions. Adequate treatment capacity such that the rated capacity of treatment facilities accepting sewage is greater than average and peak flows.
Public Buildings and Facilities	Sufficient number and size to provide required services, with expansion programmed for a ten-year period.

Fiscal Management**Plan Approach**

Each jurisdiction recognizes that protecting and enhancing the quality of life for residents requires a stable stream of municipal income. They also recognize that there is a price to pay for expanding retail and employment sectors to generate that income stream, but they will not sacrifice the area's natural environment or its residents' quality of life in the pursuit of municipal income. A greater priority is placed upon protecting the natural environment and quality of life enjoyed by residents than on creating revenue generating uses and employment generating uses. The jurisdictions intend to live within their means, and to provide services to its residents at the levels they can afford. Therefore, new retail and employment generating land uses need to be compatible with community objectives related to the local quality of life.

To the greatest extent possible, new development shall pay its own way. Therefore, the comprehensive plan clearly defines the municipal services and facilities that will be required by new development consistent with the comprehensive plan and requires that these services and facilities be provided to new development at minimal net cost to existing residents and businesses.

Policies

1. Seek that new development not create a negative fiscal impact on the jurisdiction.
2. Expand retail opportunities within Hanover, Deputy, and Canaan to provide needed services and increase municipal revenue flow. **[See Change # 7 of Acceptance Resolution.]**
3. Expand industrial opportunities within each jurisdiction to increase municipal revenue flow.
4. Establish and maintain a proactive program to attract businesses to those locations that the Proposed Land Use Map has identified as being appropriate for commercial, office, or industrial uses, and work with potential developments to ensure that they are compatible with the performance standards of the comprehensive plan.
5. Consider financial incentives consistent with other comprehensive plan provisions for new tax generating and employment generating uses where there is a clear payback to the jurisdiction in the form of increased municipal revenue.
6. Pursue a detailed examination of the benefits and impacts of adopting a county option income tax.
7. Ensure that the scale of commercial areas is compatible with surrounding neighborhoods.

Municipal Services and Facilities

Plan Approach

The provision of municipal services and facilities is intended to advance the vision of the future and support the land use mix needed to achieve this vision. The availability of adequate municipal services and facilities to a particular site is considered to be a prerequisite to permitting development of that site in accordance with comprehensive plan policies, but is not considered to be justification for development in and of itself.

Law Enforcement Services: Crime prevention should be emphasized at least on an equal basis with law enforcement. The net result of this emphasis will be a safer community and a reduction in the cost of providing police protection services. To assist in reducing the likelihood of criminal activity, local law enforcement officials should be involved in the development review process to ensure that new development that is permitted increases surveillance potential, and is within the ability of the local law enforcement staff to provide police protection service consistent with the performance objectives defined in Table 13.

Fire Protection Services: Fire prevention should be emphasized at least on an equal basis with fire suppression. The net result of this emphasis will be a safer community and a reduction in the cost of providing fire protection services. To assist in reducing the likelihood of a disastrous fire, land use planning activities should be coordinated with local fire district facility master plans. In addition, local fire district officials should be part of the development review process to ensure that new development that is permitted is within the ability of the fire district to provide fire protection service consistent with the performance objectives defined in Table 13.

Water and Sewer Facilities: Each jurisdiction will work to ensure coordination of water and sewer facilities master plans with the land use plan and development intensities permitted by the comprehensive plan. Water and sewer service providers should be part of the development review process to ensure that new development that is permitted is within the ability of the utility companies to provide water and sewer service consistent with the performance objectives defined above.

Policies

1. Establish priorities for replacement, correcting existing facility deficiencies and providing for future facility needs.
2. Regulate land use and development to protect the functions of natural drainage features and natural groundwater aquifer recharge areas.
3. Establish water quality standards for stormwater discharge.
4. Promote continued coordination and information exchange between jurisdictions and local service providers.
5. Direct growth to areas with adequate existing facilities and services, areas that have adequate services and facilities committed, or areas where public services and facilities can be economically extended consistent with the master plans of area service providers.
6. Coordinate land development review with the master planning efforts of area service providers to facilitate provision of adequate services and facilities.
7. Require that new development:
 - Construct and/or pay for the new onsite capital improvements that are required to meet applicable comprehensive plan performance criteria;
 - Be phased so as to ensure that the capital facilities used by the new development meet applicable comprehensive plan performance criteria; and
 - Ensure that, in the event that public services or offsite capital facilities prior to development do not meet applicable comprehensive plan performance criteria, the level of service provided to existing development will not be further impacted by the new development.

Intergovernmental Relations **[See Change # 8 of Acceptance Resolution.]**

Plan Approach

While Hanover, Madison, and Jefferson County each have a strong sense of identity, they also recognize that they are each members of a larger community and share the concerns of that community. Due to the interdependence of land uses, establishment of a clear policy regarding regional cooperation in managing land use and development is necessary. Such a policy includes instilling a recognition that the land use decisions made by each agency may have far reaching implications for the others.

The regional principle that focuses on an equitable allocation of development benefits and impacts between jurisdictions also applies to individual jurisdictions within Jefferson County. A guiding tenet of the comprehensive plan is that both the benefits and impacts of management decisions related to land use, environmental regulation, and traffic flow need to balance county-wide needs with the needs of

individual jurisdictions, and that no individual jurisdiction should be asked to bear the brunt of a county-wide solution without commensurate benefit.

Policies

1. Coordinate planning activities with other local governments, school boards, and other units of local government providing services but not having regulatory authority over the use of land.
2. Maintain ongoing communications with agencies whose activities affect and are affected by the activities and local jurisdictions. The primary objective of this communication will be to:
 - Identify opportunities for joint programs to further common interests in a cost efficient manner;
 - Assist agencies and local jurisdictions to understand each other's interests and concerns; and
 - Resolve differences in the interests and concerns that local jurisdictions might have with the actions of another.
3. In reviewing development projects, consider the comprehensive plan goals, objectives, policies, and standards of affected jurisdictions.
4. Create a unified development review process in order to better coordinate future development throughout the county and take advantage of the economies of scale by having such a process.

Parks and Recreation

Goals

A parks, recreation, and open space system that enhances the livability of urban and rural areas by providing parks for urban residential neighborhoods, establishing a comprehensive trails system, and meeting the open space and recreational needs of residents.

Objectives

1. Coordinate public and private resources to meet recreation demands.
2. Ensure that parks and recreation facilities are adequately and efficiently provided.
3. Ensure the provision of open space by public agencies and private enterprise.
4. Provide active parks at a minimum rate of 3.2 acres per 1,000 residents.
5. Provide recreational programs to meet the changing needs of all segments of the community.
6. Establish and maintain a system of trails that provides recreational opportunities.

Plan Approach

Residents throughout Jefferson County are fortunate to have an abundance of large parks available for their use. Hanover Park, the Rucker Sports Complex, and Clifty Falls State Park provide a variety of active and passive recreational needs. While there is an abundance of larger parks, a demand for smaller, neighborhood parks less than ten acres in size exists.

Other recreational opportunities beyond traditional parks exist throughout the county. Sunrise golf course in Madison, the Horner Health and Recreation Center on the Hanover College Campus, and hunting and fishing opportunities throughout the county are available to residents. These recreational possibilities provide greater diversity to area residents when selecting recreational activities.

It is the vision of each jurisdiction to support a wide range of recreational activities and to maintain the facilities needed to support those activities. In order to determine the future demand of active recreation parks, it is necessary to identify the hierarchy of parks, their service areas, and the activities they provide.

- **Mini Park.** A mini park addresses limited, isolated, or unique recreational needs in a park typically less than an acre that serves residential areas within a ¼ mile radius.
- **Neighborhood Park.** Neighborhood parks remain the basic unit of the park system and serve as the recreational and social focus of a neighborhood. These five to ten acre parks provide informal active and passive recreation to residential uses up to ½ mile away.
- **Community Park.** Community parks focus on meeting broader recreational needs than can be supplied by neighborhood parks, as well as preserving unique landscapes and open spaces. These parks vary in size but are usually between 30 and 50 acres, typically serving two or more neighborhoods within a three mile radius.
- **Regional Park.** Regional parks provide broad purpose recreational needs that cannot be supplied by smaller parks. They also preserve unique landscapes and open spaces of regional importance. Depending on the quality and suitability of the site, these parks serve a broad area. The size of regional parks varies depending upon the desired uses for the site. Typically, a minimum of 50 acres is provided with 75 or more acres being optimal.

Level of service (LOS) is the measure used to express the minimum recreation and park infrastructure capacity required to satisfy the park and recreation needs of residents of the community. This measure is expressed as acres per 1,000 population. It is the desire of each jurisdiction to meet the following standard minimum levels of service:

<u>Park Type</u>	<u>Level of Service</u>
Mini Park	0.52 acres/1,000 population
Neighborhood Park	0.85 acres/1,000 population
Community Park	0.93 acres/1,000 population
Regional Park	0.90 acres/1,000 population
Total Park System	3.20 acres/1,000 population

Table 13, Distribution of Park Acreage by Planning Jurisdiction and Park Type, below identifies the current level of park provision and the amount of park acreage demanded based upon current and future population projections. The Current Demand is based upon U.S. Census population estimates for the three jurisdictions. The data reflect the need for smaller parks to meet the needs of existing residents. Adequate levels of community and regional parks are being provided to residents throughout the county. The proposed Land Use Demand indicates the future demand for parks based upon the buildout of the residential areas indicated on the Proposed Land Use Map. With the increase in population, mini parks and neighborhood parks remain in the greatest demand. Each jurisdiction will need to provide two to four neighborhood parks to meet future demand.

Table 13
Distribution of Park Acreage by Planning Jurisdiction and Park Type

PARK TYPE	Hanover		Madison		Jefferson County	
	Required (acres)	Surplus/Deficiency (acres)	Required (acres)	Surplus/Deficiency (acres)	Required (acres)	Surplus/Deficiency (acres)
Mini Park						
Existing Parks	N/A	0.8	N/A	6.0	N/A	0.0
Current Demand	2.0	-1.2	6.5	-0.5	7.7	-7.7
Proposed Land Use Demand	7.5	-6.8	19.9	-13.9	14.0	-14.0
Neighborhood Park						
Existing Parks	N/A	0.0	N/A	12.5	N/A	0.0
Current Demand	3.2	-3.2	10.5	2.0	12.6	-12.6
Proposed Land Use Demand	12.3	-12.3	32.5	-20.0	22.9	-22.9
Community Park						
Existing Parks	N/A	24.0	N/A	33.0	N/A	0.0
Current Demand	3.5	20.5	11.5	21.5	13.8	-13.8
Proposed Land Use Demand	13.4	10.6	35.6	-2.6	25.1	-25.1
Regional Park						
Existing Parks	N/A	0.0	N/A	1,360.0	N/A	0.0
Current Demand	3.4	-3.4	11.2	1,348.8	13.3	-13.3
Proposed Land Use Demand	13.0	-13.0	34.4	1,325.6	24.3	-24.3
Total Park Acreage						
Existing Parks	N/A	24.8	N/A	1,411.5	N/A	0.0
Current Demand	12.0	12.7	39.7	1,371.8	47.5	-47.5
Proposed Land Use Demand	46.2	-21.4	122.4	1,289.1	86.3	-86.3

In addition to traditional parks, it is the vision of residents to create a system of greenway corridors that provide connections between residential neighborhoods, recreational facilities, schools, and the Ohio River. The greenway corridors will connect Hanover, hilltop Madison, and downtown Madison. Where appropriate, the greenway corridors will be designed and maintained for multiple use (e.g., equestrian, pedestrian, and bicycle uses.)

Hanover

The current level of service provided to residents is 6.6 acres per 1,000 population. However, there is a current demand of a few mini parks to provide convenient use for residents. In order to meet the project demand reflected on the Proposed Land Use Map, at least seven mini parks, and two neighborhood parks will be needed to maintain the minimum level of service specified in the comprehensive plan. Mini parks can be burdensome for a parks department to maintain due to the staffing requirements to maintain them adequately. Therefore, the provision and maintenance of mini parks should be required by new development to serve the residents of the proposed subdivisions.

The projections indicate that the Town will want to provide at least two neighborhood parks. However, as the population creating the need for these parks materializes, the parks department needs to consider the influence of the Horner Health and Recreation Center and recreation activities provided by the Southwestern School Corporation. It is expected that these facilities will meet some of the demand for a neighborhood park, but will not provide the services in a convenient location. For this reason, it is anticipated that at least one additional neighborhood park will be needed within the future residential areas. Parks should be identified and platted at the time new subdivisions are created.

Madison

Madison presently supplies a balanced variety of parks to its residents at an overall level of service of 4.2 acres per 1,000 population. Currently, there are no park types that indicate a deficiency in services provided. The projections indicate that Madison residents will demand at least 14 mini parks and two neighborhood parks. New residential developments should provide space for mini parks at the time of subdivision platting. These parks should be maintained by the developer or subsequent home owners association. Acquisition of the neighborhood park sites can occur through dedication at the time of subdivision platting or purchase by the city. If a developer is offering parkland to the city, the parks department should only accept the property if an evaluation of the proposed site meets the goals and objectives of the comprehensive plan.

Jefferson County

Jefferson County recently acquired Kruger Park—approximately 300 acres of open space containing a lake within the Jefferson Proving Grounds. Kruger Park provides a regional park to county residents. Most of the users will come from the residential uses planned within the Jefferson Proving Grounds. In addition, the County also provides park land around the Saluda boat ramp.

The park demand projections infer the need for 14 mini parks, three neighborhood parks, and one community park. Due to the dispersed, low density nature of development within the county, it is likely that few areas would meet the density and population necessary for the creation of such facilities.

It is the vision of county residents to reinforce the rural elementary schools in Deputy, Dupont, and Canaan. Therefore, to provide park and recreation facilities in an effective manner, the County will work jointly with the Madison Consolidated School Corporation to create joint use school/park facilities. Although joint use facilities will help meet community recreation needs during off-school hours and are useful for selected recreation programs, they do not provide park settings or equipment as would a traditional park. To this end, the County will devise and implement an equitable program for funding the acquisition and improvement of additional parkland to meet comprehensive plan objectives.

Policies

1. Include specific open space definitions and standards in local land development regulations.
2. Provide a wide range of recreational activities for children, adults, families, and senior citizens along with adequate facilities to support those activities. **[See Change # 1 of Acceptance Resolution.]**
3. In conjunction with the Indiana Department of Natural Resources, establish and maintain a system of hiking and riding trails that provide safe access into the area's natural environment.
4. Incorporate sensitivity to the need for privacy and security of neighboring residents when designing and developing recreational trails.
5. Pursue the establishment of joint use school/park facilities to provide land for active recreational opportunities for selected programs.
6. Pursue programs to raise revenues from recreational facilities and activities, making them as financially self-sufficient as possible.
7. Expand recreational facilities and activities only to the extent that there are adequate long-term revenues to support them.

8. Provide increased opportunities for camping through the expansion of existing facilities and the creation of new campgrounds.
9. Provide neighborhood parks in developing residential areas to meet the future demand for this type of active recreational use.

Natural Features/Environmental Hazards

Goals

- Preserve significant environmental and man-made features within Jefferson County and provide for their wise management.
- Maintain an open space system that conserves natural resources, preserves scenic beauty, promotes a healthful atmosphere, provides space for recreational activities, and protects public safety.
- Protect the ability of rural residents to continue an agriculturally based lifestyle.

Objectives

1. Within urbanized areas, a system of protected natural open space whose location and size represents an extensive network of protected areas with a high degree of visual and physical continuity and a systematic order of purpose.
2. Maintain and/or restore significant natural systems and resources associated with hillside environments, including but not limited to, special geologic features, natural drainage swales, and steep slopes exceeding 20 percent.
3. Minimize the potential for loss of life, physical injury, property damage, and social disruption resulting from flooding.
4. Minimize the impact of non-agricultural developments that occur in areas of active farming.
5. Promote the preservation and rehabilitation of structures or areas of historical significance.

Agricultural Resources

Plan Approach

Enabling the ability of residents to continue the opportunity to farm was identified as a key land use policy. Most of the rural character of the county is derived from agricultural land uses. Migration of suburban residents from Hanover and Madison into the county has lead to increased difficulties in continuing traditional farming operations. To ensure the ability of farmers to continue their way of life, the comprehensive plan establishes policies to focus residential development around Deputy, Dupont, Canaan, Hanover, and Madison. Outside of these areas where services are limited and agriculture is predominant, residential densities shall be limited to one dwelling unit per 20 acres. These dwelling units should be clustered near each other on lots no more than two acres in size in order to protect large, uninterrupted tracts of farmland. Refer to the Land Use Structure section of this chapter for further information.

Residential uses that are established with the areas designated as Agriculture on the Proposed Land Use Map shall be required to place right-to-farm language in the deeds of these houses. This language forces the acknowledgement that the house is in an agricultural area and will be subject to the effects commonly associated with agricultural practices, including but not limited to noise, dust, odors, and other operationally related impacts. This preempts the homeowner's ability to file nuisance lawsuits against the farm owner for customary agricultural practices.

Policies

1. Establish a system of agricultural districts throughout the county to minimize the adverse impacts of agricultural and non-agricultural uses upon each other.
2. Restrict the residential development potential of areas within the agricultural districts to one dwelling unit per 20 acres.
3. Restrict the intensity of agricultural operations within 1,320 feet of residential districts in urban areas. Limit the number of confined animals.
4. Explore the option of reducing the property taxes for agricultural uses facing the threat of conversion.
5. Establish a system of purchasing conservation easements to protect important agricultural land from development.

Stormwater Management and Flooding

Plan Approach

The primary concept for stormwater management and flood control is to maintain natural drainage courses in their natural condition, and to locate and design new development so as to avoid flood hazard areas.

Policies

1. Incorporate adequate mitigation measures into proposed development projects to achieve an acceptable level of risk from potential flooding hazards.
2. Emphasize avoidance of development within flood hazard areas and retention of natural drainage as the preferred management strategy, and as a higher priority than attempting to implement engineering solutions.
3. Ensure that new flood control and drainage facilities, as well as improvements to existing facilities, are consistent with the comprehensive plan's environmental protection standards.
4. Avoid incremental downstream increases in runoff from the construction of new development projects.

Hillside Management

Plan Approach

The natural hillside areas within Jefferson County are a significant resource and an important factor in creating community character. Hillside and valley areas encompass the majority of the woodlands and riparian areas and are a key component of the county's natural beauty.

It is a fact that people want to live in hillside settings. Such areas can offer a variety of amenities such as reduced densities, a more rural character, significant views of hills, valleys, and the Ohio River, proximity to large natural open space areas, and privacy. However, if development is improperly planned, the very amenities that people seek as precious attributes of hillside living can be destroyed. In addition, the cumulative effect of improper hillside development can be significant destruction of natural vegetation, erosion and degradation of water quality, increased downstream runoff and flooding problems, slope failures, high utility costs, and lack of safe access for emergency vehicles.

In recent years, communities have devoted much effort to defining hillside development guidelines that protect the natural character of hillside areas while allowing for their development. These techniques, commonly known as landform grading and landform planting, focus on innovative grading and landscaping techniques aimed at recreating a natural look within hillside development areas.

A key concept of the comprehensive plan is to define permitted land use intensities within hillside areas on the Proposed Land Use Map in a manner that is consistent with resident's vision of the future. Therefore, the basic development intensities of the land use map and corresponding performance standards aim at conserving the amount of hillside area left in its natural state through a combination of limited density and grading standards, and encouragement for cluster development within the flatter portions of development sites.

Policies

1. Maintain the visual character of hillsides, recognizing both the importance of the exposure of hillside development to offsite public views and the importance of providing panoramic views from hillsides.
2. Protect the natural character of hillside areas by means of land sculpturing (contour grading) to blend graded slopes and terraces with the natural topography.
3. Preserve all significant ridgelines and other topographic features found on the site such as canyons, knolls, rock outcroppings, and riparian woodlands. Exceptions may be granted to accommodate designated trails and viewpoints needed for the protection of public health and safety.
4. Minimize exposed slope bank areas, graded surfaces, brow ditches, and down drains to the greatest extent feasible.
5. Protect graded areas from wind and water erosion through slope stabilization methods, (e.g., planting, walls, or netting). Interim erosion control plans shall also be required.

Historic, Cultural, and Archeological Resources

Plan Approach

It is the vision of residents to revitalize historical and cultural structures throughout the community. To achieve this goal, preservation of historical features and protection of the area's historical character is a critical part of resident's vision of the future. In addition to preserving actual historic buildings, design guidelines will be implemented to ensure that future development in and adjacent to the historic buildings is compatible with local historic character. In addition, streetscape design and, where feasible, building facade enhancement will be applied to more recent developments to mitigate the impacts of modern architectural design on the area's historic character. It is the intent of the comprehensive plan to set forth policies and guidelines that will lead to a more specific historic master plans where needed.

Policies

1. Emphasize preservation or adaptive reuse as the preferred management of historic structures. Where preservation or adaptive reuse is not possible, require that new development reflect the character and historic/cultural references of the original feature. In addition, where feasible, facilitate the relocation of historic features if their preservation in place is not possible.
2. Continue the strong historic preservation activities in Madison.

Chapter 5: Implementation Strategies

The implementation programs of the comprehensive plan describe the specific actions that the jurisdictions will take and will require of new developments to implement the vision of the future as expressed in comprehensive plan goals, objectives, approaches, and policies. Comprehensive plan implementation is organized into three general programs:

- *Follow-up Studies and Action Programs* identifies studies, ordinances, and other activities that need to be undertaken to implement the comprehensive plan.
- The *Intergovernmental Coordination and Community Involvement Program* outlines programs to maintain open lines of communication with outside agencies and members of the community whose activities affect, and are affected by, the Town of Hanover, the City of Madison, and Jefferson County.
- The *Strategic Planning Program* integrates the comprehensive plan with the ongoing operations and budget and capital improvements programs of each jurisdiction. The Strategic Planning Program also includes provisions to ensure a regular review of the comprehensive plan and implementation efforts.

Follow-up Studies and Action Programs

Create a Plan Commission Work Plan

The plan commission should create a work plan to organize their activities on an annual basis. This will help the commission focus on the steps necessary for the implementation of the comprehensive plan. A work plan will be beneficial in setting priorities and making decisions on how to most effectively use the precious time of the commissioners.

Update Zoning and Subdivision Control Ordinances

After the adoption of the comprehensive plan, each jurisdiction will undertake preparation and adoption of amendments to the zoning and subdivision control ordinances to implement the comprehensive plan. Included in the zoning ordinance update will be preparation of a zoning map to reflect the Proposed Land Use Map. The following issues are to be addressed, and applicable comprehensive plan policies and performance standards are to be implemented in the ordinances:

- Eliminate the certified survey platting procedures and replace them with the 20 acre platting rule;
- Develop a countywide hillside protection ordinance;
- Initiate a process of issuing Improvement Location Permits to make sure new development meets the standards specified in the ordinances;
- Establish performance standards for confined feeding operations;
- Limit access points along SR 56; and
- Such other issues as are necessary to implement the comprehensive plan and maintain an effective development review program.

Create a Public Improvements Design Standards and Specifications Manual

To foster intergovernmental coordination and clarify development requirements, the plan commission should create a Design Standards and Specifications Manual that will address plat requirements, design principles, specifications and standard construction details for public improvements. The manual will provide guidelines for designing streets, blocks, lots, easements, open spaces, bicycle and pedestrian facilities, and other site amenities. The specifications section would address the construction and installation of these features. Having all of these standards in one document provides clear, one-stop-shopping for information on improvements throughout the county. With the entire county covered by these requirements, it will be important to address the different design conditions between urban and rural areas.

Establish a Capital Improvement Program

Each jurisdiction should establish a five year Capital Improvement Program (CIP). The Capital Improvement Program shall be consistent with the goals, policies, performance standards, and programs of the comprehensive plan. The CIP will identify the investments each jurisdiction will make in roadways and other infrastructure to achieve the goals of the comprehensive plan.

Ohio River View Corridor Study

Many of the policies related to community character are linked to view corridors of the Ohio River. In order to establish regulations that protect the views desired by residents, the significant view corridors along the Ohio River need to be identified. Hanover, Madison, and Jefferson County should coordinate a study to identify and document the significant views and the key elements to protect in each view corridor. University students such as Ball State University's landscape architecture students or the University of Cincinnati's urban planning students could most effectively prepare this study. The students can coordinate their activities with the work already prepared by the Ohio River Scenic Route Committee.

Examine the Details of Establishing a County Option Income Tax

The Jefferson County Commissioners should hire an organization that specializes in Indiana municipal tax law to prepare a fiscal impact study regarding the adoption of a County Option Income Tax (COIT). A source of funding is needed to provide the increased level of services demanded by the growth indicated on the Proposed Land Use Map. Establishing a COIT may provide the revenue flow necessary to meet these needs. The study should explore the amount of revenue that would be generated, the increase in taxes of residents that live and work within the county, and the amount of revenue generated from county residents working outside of Jefferson County.

Intergovernmental Coordination and Community Involvement Program

Opportunities exist for greater intergovernmental cooperation in order to preserve the high quality of life in Hanover, Madison, and Jefferson County. The implementation of the vision for Jefferson County's future involves complex issues that cross geographic boundaries. Therefore, concerted efforts by several governmental entities are required to resolve certain issues. Each of the jurisdictions within Jefferson County is committed to working with its neighbors to achieve this vision. Suggested intergovernmental cooperation areas of opportunity include the following:

Coordinate Land Use Planning Activities

Actively coordinate land use planning efforts with adjacent jurisdictions. Pursue formation of ad hoc coalitions with other local agencies and community groups as a means of increasing the effectiveness of each jurisdiction's voice in regional planning efforts and the planning efforts of adjacent jurisdictions.

On an annual basis, initiate discussions of issues of mutual interest with local, regional, State, and Federal agencies whose efforts could benefit or impact the comprehensive plan.

Examine the Creation of an Area Plan Commission [See Change # 10 of Acceptance Resolution.]

In order to better continue strong intergovernmental coordination, the creation of an area plan commission should be examined. Creation of an area plan commission would allow coordinated development review and an opportunity for each jurisdiction to benefit from the pooling of resources. The amount of growth and development indicated on the Proposed Land Use Map is a staggering change from current conditions. To ensure that this growth does not have a significant adverse impact on the features that make Jefferson County special, a high level of coordination is needed between jurisdictions. Establishing an area plan commission combines the resources of each jurisdiction to provide a single land use authority in the county as well as a planning director to coordinate development activities. As determined by the formulas in state law, a total of 11 members would serve on the plan commission: six from Jefferson County, three from Madison, one from Hanover, and one member representing the towns of Dupont and Brooksborg.

Coordinate Circulation Facilities

To the degree feasible and to the extent permitted by interagency cooperation, pursue establishment of reciprocal traffic improvement programs with jurisdictions within and surrounding Jefferson County to ensure that traffic resulting from development in these communities does not adversely impact the street system in Jefferson County and other jurisdictions. An important component of this outreach is the communication by local officials and economic development leaders in Jefferson County with the local officials of Scott County regarding the importance of protecting traffic flow on SR 56.

Expand Park Facilities and Programs

To ensure adequate availability of park and recreation programs and facilities, coordinate recreational programming, park planning, and park acquisition activities with the Indiana Department of Natural Resources, the Madison Consolidated School Corporation, and the Southwestern School Corporation. Efforts shall include, but not be limited to:

- coordinating planned locations of schools and parks with the school district, and pursue joint use agreements for the development and maintenance of park facilities within joint use park/school facilities;
- pursuing alternative sources of funding for the acquisition and development of active park land;
- working with bicycle enthusiasts to identify and designate bicycle paths, lanes, and routes throughout the county;
- updating recreation programming to meet the changing needs of residents; and
- pursuing the creation of revenue generating recreational activities.

Provide for the Special Needs of Young Adults

Provide programs and activities of interest to young adults, including:

- utilizing local government administration buildings as information centers, providing information of interest to young adults;
- incorporating activities of interest to young adults in the recreation programs (e.g., athletic groups, dancing and social events, small group relationship building); and

- implementation of housing programs aimed at increasing opportunities for first time homebuyers.

Enhance the Marketability of Industrial Sites

MIDCOR will work with major industrial land owners and utility service providers to ensure that the transportation and infrastructure provided at industrial development sites throughout the county is sufficient in capacity and quality to attract desired industrial targets. Additionally, the City of Madison Port Authority will work closer with MIDCOR in marketing the use of the rail line for shipping products.

Coordinate Non-automotive Paths with Road Improvements

After the identification and designation of bicycle paths, lanes, and routes throughout the county, the parks department or agency with responsibility for the implementation of the bicycle plan will coordinate with state and local transportation departments to coordinate the creation of bicycle facilities and sidewalks with scheduled roadway improvements where possible.

Coordinate Economic Development Marketing Efforts

The Hanover Economic Development Committee will build a stronger relationship with MIDCOR in order to identify and market sites for commercial, office, and industrial uses within the Hanover planning jurisdiction.

Create a Technical Review Committee

A technical review committee will be formed and meet regularly to review and provide comment on current development petitions that will be presented to the plan commission for approval. The committee will provide technical review services and recommendations to the plan commission. Membership on the committee would represent utility service providers, the plan commission, the local health department, law enforcement, fire protection services, and local officials with survey and engineering experience.

Strategic Planning Programs

Annual Comprehensive Plan Review

An annual report on the status of the comprehensive plan and progress in its implementation will be prepared and delivered to the local legislative bodies by the plan commission staff. This report will review the capital improvement programs and local public works projects of local agencies for their consistency with the comprehensive plan.

Pursuant to the provisions of the comprehensive plan, the local legislative bodies will not permit new development to cause the performance of public services and facilities to fall below performance standards included in the comprehensive plan. The annual report on comprehensive plan implementation will be used to identify the performance of services and facilities in relation to the performance standards adopted as part of the comprehensive plan.

Maintain an Up-to-Date Comprehensive Plan

To continue to function as the constitution for managing the community's future, the comprehensive plan should reflect current conditions and social values. It is anticipated that the annual comprehensive plan review will result in amendments to the comprehensive plan that are needed to keep the document up to date. The local legislative body and plan commission may initiate, or any citizen may apply to amend the comprehensive plan text, exhibits, or maps. In order to ensure a compatible and internally consistent comprehensive plan document, any proposed change to the plan must be consistent with the criteria and

conditions of the balance of the comprehensive plan text, as well as with comprehensive plan maps and exhibits.

How to interpret the Proposed Land Use Map

In any case where uncertainty exists regarding the location of boundaries of any land use category, proposed public facility symbol, circulation alignment, or other symbol or line found on the official maps, the following procedures will be use to resolve such uncertainty.

- Boundaries shown as approximately following lot lines shall be construed to be following such lot lines.
- Where a land use category applied to a parcel is not mapped to include an adjacent street or alley, the category shall be considered to extend to the centerline of the right-of-way.
- Boundaries shown as following or approximately following the limits of any municipal corporation shall be construed as following such limits.
- Boundaries shown as following or approximately following section lines, half-section lines, or quarter-section lines shall be construed as following such lines.
- Boundaries shown as following or approximately following railroad lines shall be construed to lie midway between the main tracks of such railroad lines.
- Boundaries shown as following or approximately following the centerlines of streams, creeks, rivers, or other continuously flowing water courses shall be construed as following the channel centerline of such water courses taken at mean low water, and, in the event of a natural change in the location of such streams, rivers, or other water courses, the zone boundary shall be construed as moving with the channel centerline.
- Boundaries shown as separated from, and parallel or approximately parallel to, any of the features listed above shall be construed to be parallel to such features and at such distances therefrom as are shown on the map.
- Symbols that indicate appropriate locations for proposed public facilities are not property specific. They indicate only the general area within which a specific facility should be established.

Maintain Adequate Municipal Services and Facilities

On an annual basis, as part of the comprehensive plan review, each jurisdiction will conduct an assessment of the municipal services and facilities being provided to residents and businesses. The assessment will determine whether the performance level of municipal services and facilities meet the performance objectives. This review will also include an evaluation of the adequacy of facilities and equipment; personnel staffing and program needs; and five year equipment, facility, and staffing needs based on anticipated growth and desired levels of service.

Where the performance objectives contained on Table X are not being met, the following procedures will be implemented:

- The community will determine the nature and geographic extent of the deficiency.
- Upon identification of the deficiency, the local legislative body will direct the preparation of a program for adoption to ensure that the performance objectives will be met at the earliest possible date.

- As part of the program to cure the identified deficiency, appropriate limitations on new development will be established within the improvement areas to facilitate elimination of the deficiency. These limitations will remain in effect until the deficiency is eliminated.
- New development within the improvement area will be required to provide such facilities as are necessary to ensure that the services and facilities provided to new development meet established performance standards, and that the services and facilities provided to existing development will not be further degraded.

Responsible Regionalism: Project Review

The plan commission will provide timely review and constructive comments on the projects of other agencies as they affect the jurisdictions within Jefferson County. Comments and requests for mitigation of impacts will be based upon the provisions of this comprehensive plan document.

Recommendations

All of the above measures would enhance the implementation of the comprehensive plan. However, limited funding prevents all of these measures from being established at once. Therefore, the measures need to be prioritized and ranked in order that the measures should be pursued. Prioritization is based upon the benefits, relationship to other measures, and feasibility of implementation. Measures are prioritized by five year increments.

1999-2004

Implementation Measure

Examine the creation of an area plan commission.
Update the zoning and subdivision control ordinances.
Create a public improvements design standards and specifications manual.
Establish a capital improvement plan.
Pursue the Ohio River view corridor study.
Create a Technical Review Committee.

2005-2009

Implementation Measure

Examine the details of establishing a county option income tax.
Coordinate circulation facilities.
Expand park facilities and programs.
Coordinate economic development marketing efforts.

2010-2014

Implementation Measure

Coordinate non-automotive paths with roadway improvements.

Ongoing Measures

Create plan commission work plan.
Coordinate land use planning activities.
Annual comprehensive plan review.
Maintain an up-to-date comprehensive plan.
Maintain adequate municipal services and facilities.
Participate in regional project review.
Enhance the marketability of industrial sites.
Provide for the special needs of young adults.

